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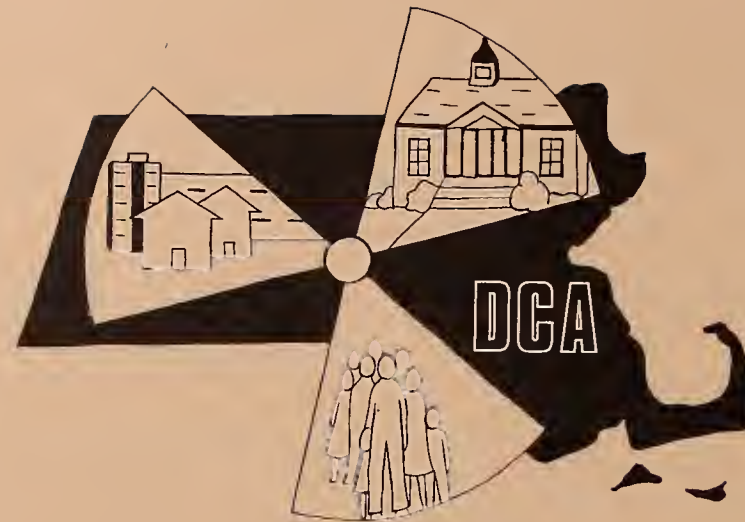
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**MASSACHUSETTS DEPARTMENT
OF
COMMUNITY AFFAIRS**



ANNUAL REPORT

1971



Thomas I. Atkins
Secretary for
Communities and Development

Francis W. Sargent
Governor

Leon Charkoudian
Commissioner of
Community Affairs

HIGHLIGHTS

The year 1971 - the first year which the Department was fully organized and functioning in all of its mandated areas -- saw the correction of deficiencies that had existed in state housing programs and municipal assistance endeavors for over twenty years. The Department both developed new programs and made fully operational and effective programs created long before the Department was established. Along with the effective management of the multi-faceted and varied programs, 1971 saw a further expansion of policy development efforts in the areas of housing, social services and municipal assistance.

The following are the major accomplishments of Calendar Year 1971:

... Decisions rendered by the Housing Appeals Committee established under Chapter 774 requiring Hanover and Concord to permit construction of housing units for low and moderate income families.

... Utilization of the Commonwealth Service Corps as a basis for coordinating all State Volunteer efforts and for increasing the level of volunteer and citizen participation in state government.

... Promulgation of rules and regulations governing the Department's housing and renewal programs, and the establishment of an ongoing advisory committee to the Department on rules and regulations comprised of tenants, civic leaders and public officials.

... Increased level of technical assistance to municipalities in the areas of planning, charter revision, management, administrative procedures, financial management, code enforcement, and special projects.

... Response to severe housing crises on the Cape by the signing of over 100 leases under the state rental assistance program, including 37 leases in communities where no housing authorities were in existence.

... Continued advocacy of the poor and disadvantaged through Model Cities and Community Action Programs.

... Awarding of modernization grants to nine housing authorities for the physical rehabilitation of public housing units and for the sponsorship of tenant's attendance at National Housing Management Training Schools.

... Establishment of eighteen new local Councils on Aging.

... Signing of first contracts for financial assistance under the scattered site family housing program totaling ten million dollars.

... Submission of legislation providing for the establishment of popularly-elected regional governments.

... Expansion of the Rental Assistance Program as a useful tool in solving the Commonwealth's housing crisis.

... Establishment of statewide five year housing targets and distribution of this target among the regional planning agencies for allocation to their constituent municipalities.

Thus, during the past twelve months, despite a decline in the number of Department personnel, significant achievements were made with both existing and newly developed programs in the areas of housing, municipal assistance and social and economic opportunity. At the same time, new policy considerations for directions through the 1970's were developed.

December 31, 1971

A handwritten signature in black ink, reading "Leon Charkoudian". The signature is written in a cursive, flowing style with a large initial "L".

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**DIVISION OF
COMMUNITY DEVELOPMENT**

**E. William Richardson
Deputy Commissioner**

The Division of Community Development's responsibilities embrace the state's public housing programs, state and federal urban redevelopment programs, and the state's relocation programs.

The Division administers housing programs for the elderly (Chap. 667), veterans (Chap. 200) low-income families on scattered sites, (Chap. 705) and also the Rental Assistance program (Chap. 707). The state pays the required subsidies, offers technical assistance to housing authorities, works with them to plan and develop projects, and supervises construction, modernization and management.

The Division, in cooperation with local Redevelopment Authorities, reviews, funds and administers: (1) the federally-funded redevelopment program under Title I of the 1949 Housing Act, offering technical assistance and paying one half the local cost; (2) state-aided renewal under Chap. 121 whereby the Commonwealth pays one half the project cost and advances up to three fourths the planning cost of projects ineligible for federal assistance; and (3) approves creation of Urban Redevelopment Corporations under Chap. 121A.

The Division's Bureau of Relocation Assistance administers Chap. 79A of the Massachusetts General Laws under which it authorizes relocation agencies, approves the feasibility of the relocation plan, and monitors the performance of relocation agencies. In addition, the Bureau provides assistance and training to relocation and taking agencies.

CHAPTER 705 SCATTERED SITE HOUSING

The scattered site housing program for large families of low-income has been in existence since December 8, 1966. It allows for new construction and acquisition, rehabilitation or leasing of existing buildings. The Program must be applied for and wanted by the community. Sites must be located convenient to transportation and public facilities. This long-stalled housing program was activated during 1971 with the signing of contracts for financial assistance totaling more than twelve million dollars. During the year the Bureau of Housing Assistance inspected 29 sites, held 34 developmental procedures meetings and seven public hearings. The following chart shows contracts for financial assistance made during 1971.

Number of Projects	12
Number of Dwelling Units	396
Total Development Costs	\$9,973,000

Authority	Project Number 705	Date Of Contract	No. Of Units	Amount of Total	Estimated Cost Per Unit
*Attleboro	1	12/28/71	10	\$250,000	\$25,000
Barnstable	1	9/30/71	10	250,000	25,000
*Beverly	1	6/16/71	12	300,000	25,000
Gardner	1	6/25/71	26	650,000	25,000
Haverhill	1	3/22/71	10	323,000	32,300
New Bedford	1	6/24/71	100	2,500,000	25,000
New Bedford	2	9/30/71	30	750,000	25,000
Pittsfield	1	3/24/71	46	1,150,000	25,000
Plymouth	1	6/23/71	16	400,000	25,000
Salem	1	6/23/71	100	2,500,000	25,000
*Somerville	1	6/30/71	12	300,000	25,000
Waltham	1	6/25/71	24	600,000	25,000
*Rehab.					

CHAPTER 667 ELDERLY HOUSING

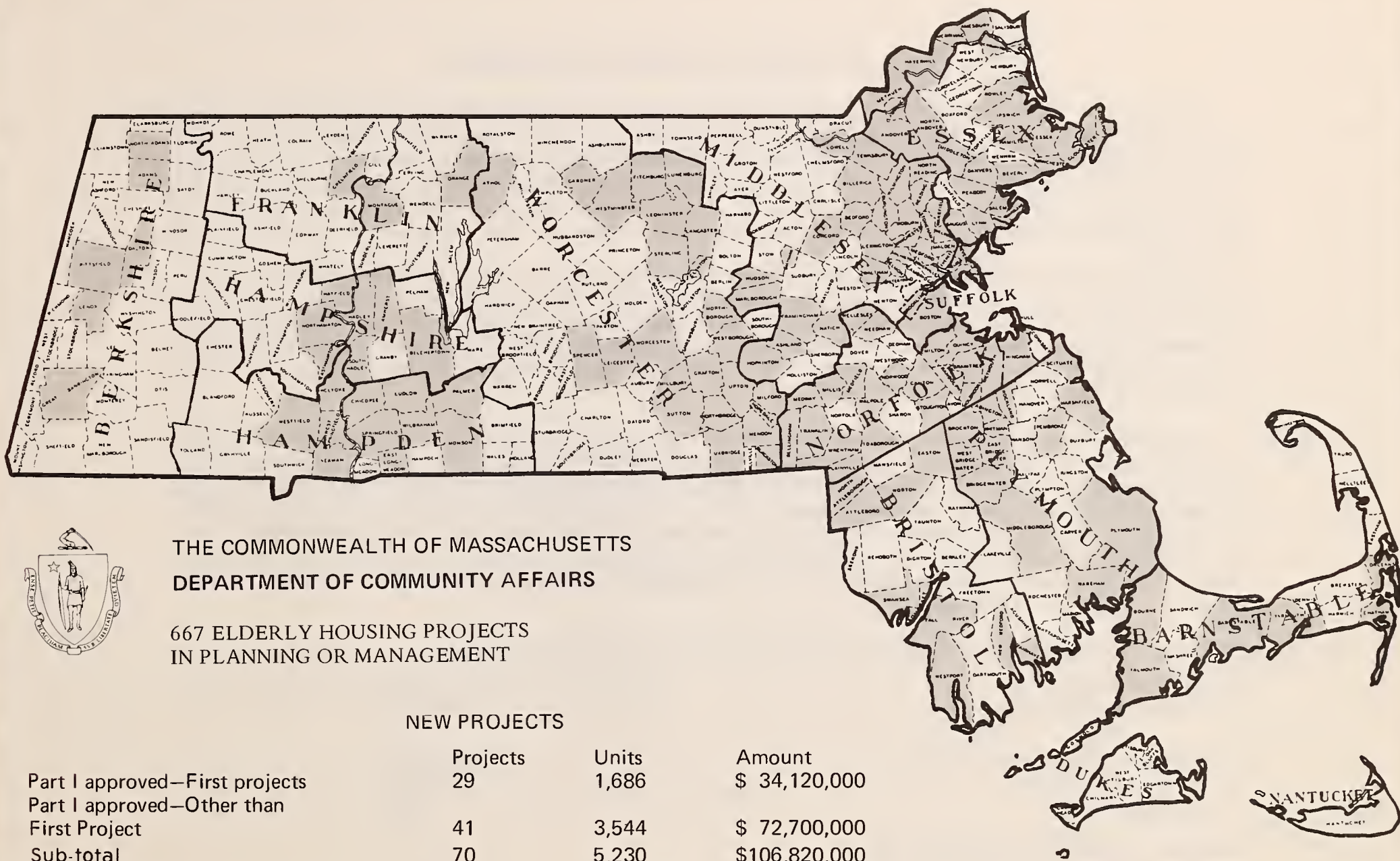
The Massachusetts state-aided housing for the elderly program was established in 1954. Persons eligible for such housing must be 65 years or older and of low income. Among eligible tenants, selection priorities are based solely on need. Housing for the elderly may be provided in separate projects or in a portions of other projects.

Prior to the enactment of Chapter 1114 in November 1971, annual contribution could equal up to four percent of total development cost. This has been raised to six percent. The bonding authorization for this program was also raised from two hundred and sixty million to four hundred and ten million dollars.

As of December 1971 there were more than 16,000 elderly housing units in occupancy and over 2,000 in various stages of development.

Massachusetts' General Laws, Acts of 1970, Chapter 812 provided that handicapped persons of low income are eligible for elderly housing. Specifically, the act requires that such persons and their families shall receive priority in placement in no less than five percent of the dwelling units of projects constructed for elderly persons of low income, provided the construction of such project is initiated after January 1, 1971. This legislation also provided for the construction of specialized public housing for the handicapped.

Accordingly, the Division during the last program year, developed and promulgated regulations directed to local housing authorities, architects, tenants and service agencies which specify design criteria and requirements for handicapped housing. The regulations were based upon a study made to determine the needs of the handicapped and how these special needs can be met.



THE COMMONWEALTH OF MASSACHUSETTS
DEPARTMENT OF COMMUNITY AFFAIRS

667 ELDERLY HOUSING PROJECTS
IN PLANNING OR MANAGEMENT

NEW PROJECTS

	Projects	Units	Amount
Part I approved—First projects	29	1,686	\$ 34,120,000
Part I approved—Other than First Project	41	3,544	\$ 72,700,000
Sub-total	70	5,230	\$106,820,000
Potential Projects—Part I Pending	51	3,060	\$ 61,200,000
Total	121	8,290	\$168,020,000
Plus 10% Contingency			\$ 16,802,000
Grand Total			\$184,822,000

CHAPTER 707 RENTAL ASSISTANCE PROGRAM

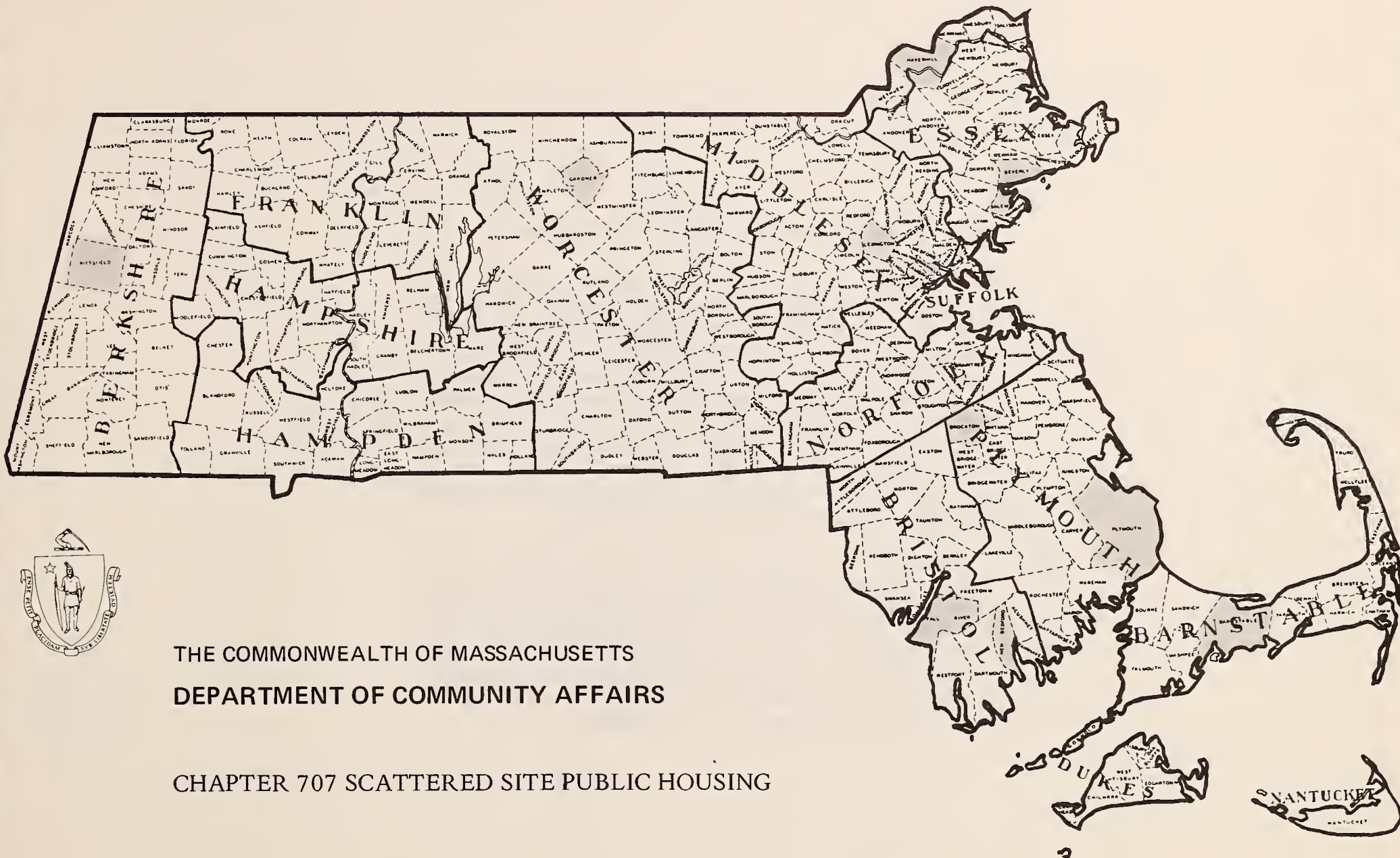
Chapter 707 of the Acts of 1966 authorized a program of rent subsidies for families of low income. Under the Rental Assistance Program, families are located in private housing units with part of their rent subsidized by an amount equal to the difference between the going rent of the apartment and their ability to pay. Families eligible for low-rent, federally-assisted public housing projects are eligible for the Rental Assistance Program. Appropriations are made annually by the legislature. The fiscal 1971 appropriation was \$1,000,000. Requests for \$2,000,000 were made for fiscal 1972 and \$1,750,000 was appropriated.

Currently, thirty-six housing authorities are participating in the program with the lease of over one thousand units. Special Department assistance was advanced in response to the Cape Cod housing crisis. With cooperation of the local Community Action Agency and the Tenants Council, the Department initiated a program whereby landlords could sign leases directly with the Department in areas where no housing authorities existed. Thirty-seven such leases were signed bringing the total number of leased units on the Cape to over one-hundred.

In September the Department presented checks to eight Cape housing authorities to be used in renting housing on the private market for low income families. The money became available with passage of the Commonwealth's fiscal 1972 budget. With those funds the Cape housing authorities could honor existing leases as well as sign additional new leases totalling up to sixty-eight thousand dollars annually. This commitment, however, completely depleted the rental assistance funds authorized by the General Court. The decision to commit all of the remaining funds to the Cape was made because of the particular housing situation on the Cape and in spite of heavy requests for funds from other communities across the state.

The following is an itemized report of the Rental Assistance Program for 1971:

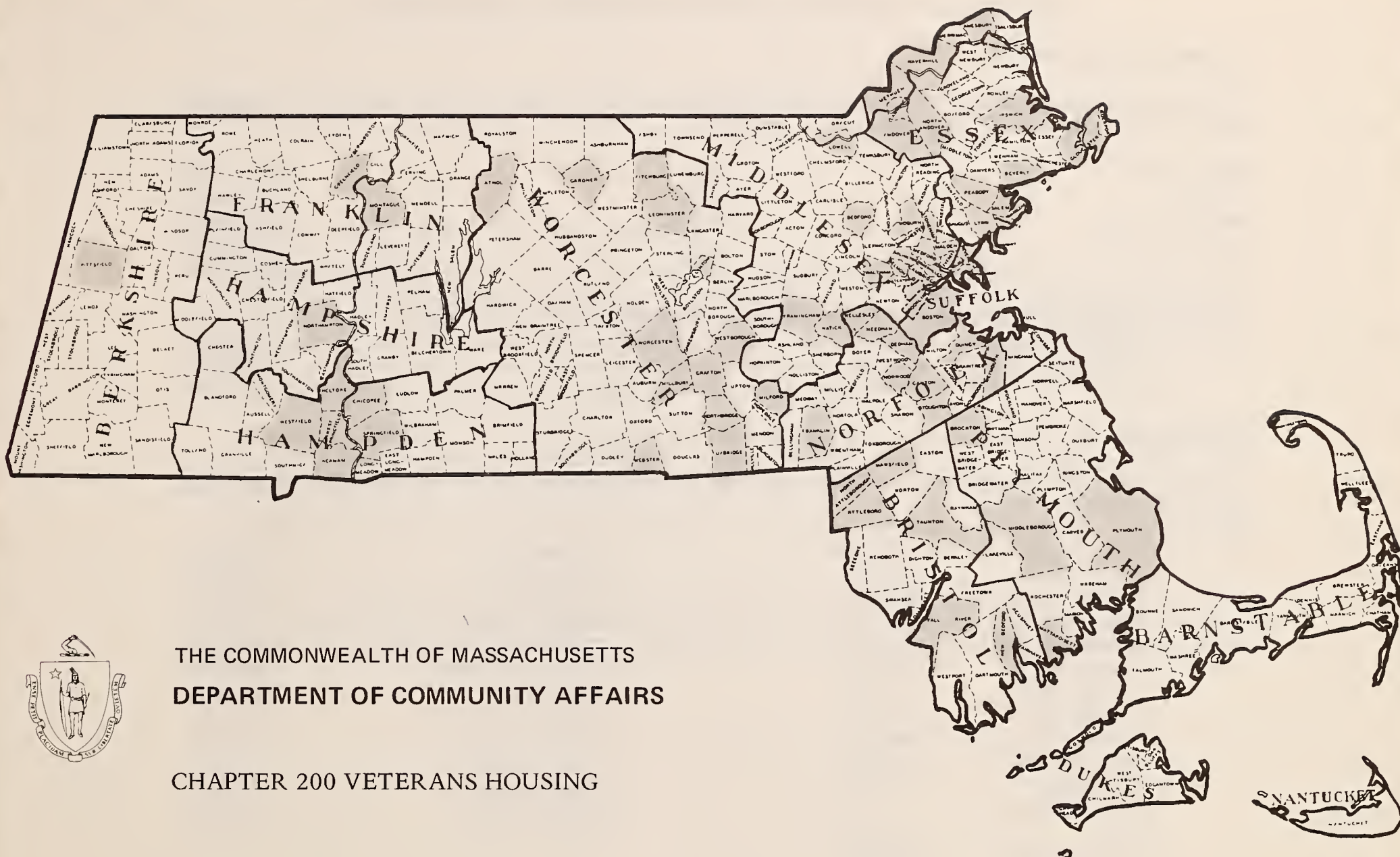
Authorized Budget	\$1,750,000
10% Administrative Costs	175,000
Amount Available for Distribution	\$1,575,000
Present Commitment	1,375,000
Contingency Fund	563
Amount Committed to hitherto non-participating housing authorities	\$ 200,000



CHAPTER 200 VETERANS HOUSING

The first major state-aided housing program in Massachusetts was authorized by Chapter 200 of the Acts of 1948 to provide low-rent housing for veterans. At that time, eligible tenants were limited to veterans of low income and their families, and widows of veterans. The eligibility requirements have changed, however, and today this housing provides an important resource for all low-income families or persons, although preference is still given to veterans of low income and their families. This program provides the largest single resource for housing low income families.

Veterans Housing is totally financed at \$187 million, with an annual subsidy of up to 4 percent of the total development costs over a maximum period of 40 years for amortization of the outstanding obligations. The total amount of subsidies paid to the local housing authorities in 1971 for veterans housing was \$5,696,790. Legislation was passed in 1971 which provides for a maximum of 6 percent annual subsidy.



THE COMMONWEALTH OF MASSACHUSETTS
DEPARTMENT OF COMMUNITY AFFAIRS

CHAPTER 200 VETERANS HOUSING

FINANCIAL, CONSTRUCTION AND MANAGEMENT ASSISTANCE

Financial Assistance

During the calendar year 1971 the amount of notes financed for the local housing authorities - veterans, elderly and scattered site housing were as follows:

March 1971	2.74%	\$73,777,000
June 1971	3.30%	68,156,000
September 1971	4.01%	60,096,000
December 1971	3.03%	78,868,000
		TOTAL \$280,897,000

The total amount of subsidies paid to the local housing authorities in 1971 were:

Chapter 200 Veterans Housing	\$5,696,790
Chapter 667 Elderly Housing	5,154,480
Chapter 707 Rental Assistance	1,375,037

Construction

For the year 1971, the following projects were reviewed, contracts signed, and the projects are now under construction.

Needham 667-3	80 units	Rowley 667-1	42 units
Adams 667-1	64 units	Lenox 667-1	48 units
Gardner 667-2	114 units	Woburn 667-3	100 units
Swansea 667-1	64 units	Chatham 667-1	40 units
N. Andover 667-3	52 units	Belchertown 667-1	48 units
Monson 667-1	52 units	Newburyport 667-1	100 units
Medway 667-2	60 units	Natick 667-4	96 units
Orleans 667-2	40 units	Leominster 667-3	119 units
Saugus 667-3	100 units	Brockton 667-3	215 units
Wellesley 667-2	40 units	Hopkinton 667-2	60 units
Hatfield 667-1	44 units	Lexington 667-2	48 units
W. Bridgewater		Somerset 667-2	75 units
667-1	48 units	Westboro 667-1	40 units
Danvers 667-2	62 units		

TOTAL UNITS 1,851

TOTAL PROJECTS 26

Maintenance Inspection and Training Program

The maintenance Inspection and Training Program initiated in 1971 was designed to help authorities in reviewing their maintenance operation and to suggest where weaknesses uncovered by inspections can be corrected. The success of this phase of the program led to the "Shirt-sleeve" Clinics which have been incorporated this year and are being enthusiastically accepted by the participating authorities. Twenty "Shirt-sleeve" Clinics have been held and approximately ten inspections. Other aspects of the Public Housing Maintenance Inspection and Training Program include:

1. Inspection of maintenance conditions and evaluations of the maintenance operation in local housing authorities with the aim of determining critical areas of maintenance problems within each authority;
2. On-site instruction of maintenance personnel of one housing authority in specific maintenance problems;

Some of the areas covered in the clinics will be carpentry, oil burner repairs, flooring, electricity, plumbing and specialty subjects as the need arises. The training program is offered through a fund provided by the Federal Government in cooperation with this Department and the Quincy Housing Authority.

MODERNIZATION PROGRAM

Chapter 694, Acts of 1970 authorized local housing authorities to undertake as modernization projects the renovation, remodeling, reconstruction, repair, landscaping, and improvement of existing state-assisted projects or parts thereof. This legislation authorized the Department of Community Affairs to contract with the local housing authorities for state and financial assistance in the form of grants to such authorities for the purpose of undertaking such Modernization Projects. The Department is authorized to expend a total of fifteen million dollars for this purpose, but such expenditure may not exceed five million dollars in any one fiscal year. Regulations for this program were adopted March, 1971.

In view of the limited funds available for the Modernization Program and the over-riding need for physical rehabilitation, the Department has given funding priority to proposals for the use of physical modernization. However, in an effort to facilitate tenant participation in the management of state assisted projects in which they reside only those proposals are considered for funding of modernization projects in which there has been the full involvement of tenants in decisions affecting them.

Each modernization proposal must include a statement outlining plans for tenant participation in management decisions; improvements in management policies and practices, the expansion of community services and employment of tenants where possible. All modernization funding after January 1, 1972 will be contingent upon substantial accomplishment in the area of non-physical modernization.

The non-physical aspects of the Modernization Program have also included the Department's sponsoring of ten fellowships to a Management Specialists course given by the National Association of Housing and Redevelopment Officials (NAHRO). The full cost of each fellowship, estimated at \$2300 will be paid by the Department. Eligibility for the program requires that the housing authority guarantee the tenant-participant an entry level management position for a minimum period of two years.

During the first fiscal year, the Department received thirty-three proposals from housing authorities requesting a total of \$17,206,456. Those receiving financial assistance contracts were:

Lynn	\$1,029,357	Malden	\$130,000	Boston	\$1,256,972
Lowell	776,220	Somerville	134,800	Springfield	589,700
Chelsea	274,900	Westfield	12,200	Hadley	25,000
		Total allocated:	\$4,229,149		
		Unallocated total			
		remaining:	\$ 770,851		

BUREAU OF RELOCATION

In December, 1965, Massachusetts became the first state in the nation to have a relocation assistance law, which set minimum levels of relocation payments and services for all takings and established the first state agency to administer relocation assistance. Thus, the Bureau of Relocation was created in 1966. Its primary responsibilities are:

1. To determine which agencies will be responsible for relocation programs.
2. Review and approve relocation plans, ascertaining that relocation is feasible.
3. Monitor the relocation process to assure compliance with approved plans. To enforce compliance the Bureau is authorized to stop displacement or acquisition if inadequate relocation assistance is being offered.

The Bureau is further responsible for providing technical assistance and training to relocation and/or taking agencies at the local, regional or state level in the development of effective relocation policies.

In an effort to refine and improve the relocation process, the Department of Community Affairs presented several bills to the General Court for its consideration during 1971. Of the eight bills, two important proposals were enacted. The first, Chapter 315, established that relocation payments may not be interpreted as income for purposes of determining eligibility for public assistance, veteran's aid or public housing, and may not be subject to attachment. The second, Chapter 449, established that certain elderly homeowners whose homes were taken by public action could transfer property tax abatements from their acquired property to homes purchased after acquisition.

During 1971 the Bureau prepared its final rules and regulations; they were submitted to the Secretary of State's Office November 19, 1971.

The Bureau has also endeavored to improve and facilitate its training and assistance efforts on behalf of local relocation agencies. An informational newsletter that cited important developments in relocation legislation and procedures was initiated by the Bureau in 1971. This circular reached every involved agency on a periodical basis and has been instrumental in spot-lighting important changes in the regulations and laws governing public displacement programs.

One member of the Bureau's staff began working full time on relocation aspects of the Boston Transportation Planning Review, the 3.5 million dollar restudy of transportation alternatives within Route 128; the Director is working with the BTPR one day a week.

Fulfilling its on-going responsibilities, the Bureau reviewed thirty relocation plans during the year; twelve were approved and eighteen are under review and require further amendments.

Over the year the Bureau conducted 70 technical assistance conferences either in Boston or in local communities for 26 Relocation Programs. The Bureau additionally has begun work with the State Department of Natural Resources, the funding and administrative agent for outdoor recreational programs of the Federal Department of Interior, and also the Regional Office of the Federal Aviation Administration, the agent for Federal airport construction grants, to set up statewide implementation of the new federal relocation legislation.

In order to determine that relocation plans were being adequately implemented, and to provide further technical assistance in the local relocation field offices, the Bureau monitored twenty-one relocation programs in eleven cities and towns.

**BUREAU OF RELOCATION
TECHNICAL ASSISTANCE CONFERENCES**

City	Project	Funding
Boston	Park Plaza DPW Inner Belt	Local Highways
Brockton	Salisbury-Grove	Fed. U.R.
Brookline	Brook St. Play- ground Harvard Aspinwall School	Fed. Public Facilities State U.R. Local
Cambridge	Wellington- Harrington	Fed. U.R.
Chelsea	Murray Industrial Park	Fed. U.R.
Fairhaven	Route 6	Fed. Highway
Fall River	High School	Local
Framingham	CBD	State U.R.
Gloucester	Waterfront II	Fed. U.R.
Haverhill	Merrimac Street	Fed. NPD
Holyoke	Central Business District Riverview	State U.R. Fed. U.R.
Lawrence	Garden Union Allen	Fed. U.R.
Malden	Linden Highlands	State U.R.
Marlborough	New Center	Fed. U.R.
North Adams	Main St. State College I; II	Fed. U.R. State Coll.
Quincy	Hancock	Local
Somerville	E. Somerville Sch.	Local
Woburn	Woburn Square	Fed. U.R.
State-wide	Recreation Faci- lities Airport Expansion	Div. of Nat. Res. F.A.A.

**BUREAU OF RELOCATION
MONITORING TRIPS**

City	Project	Funding
Boston	Charlestown Fenway Waterfront Public Facilities South Cove South Station South End Campus High Inner Belt	Fed. U.R. Fed. U.R. Fed. U.R. Local Fed. U.R. Fed. U.R. Fed. U.R. Fed. ELA Fed. Highway
Cambridge	Wellington-Harrington	Fed. U.R.
Chicopee	Chicopee Falls	Fed. U.R.
Holyoke	Riverview	Fed. U.R.
Lowell	Northern Canal Lowell Tech Lowell State	Fed. U.R. State Colls. State Colls.
Lynn, DPW	I-95 Waivers	Fed. Highways
Newton	Newton Lower Falls	Fed. U.R.
North Adam	Main Street	Fed. U.R. State Colls.
Quincy	Hancock School	Local
Somerville	Hanscomb School	Local
Woburn	Industrial Park	State U.R.

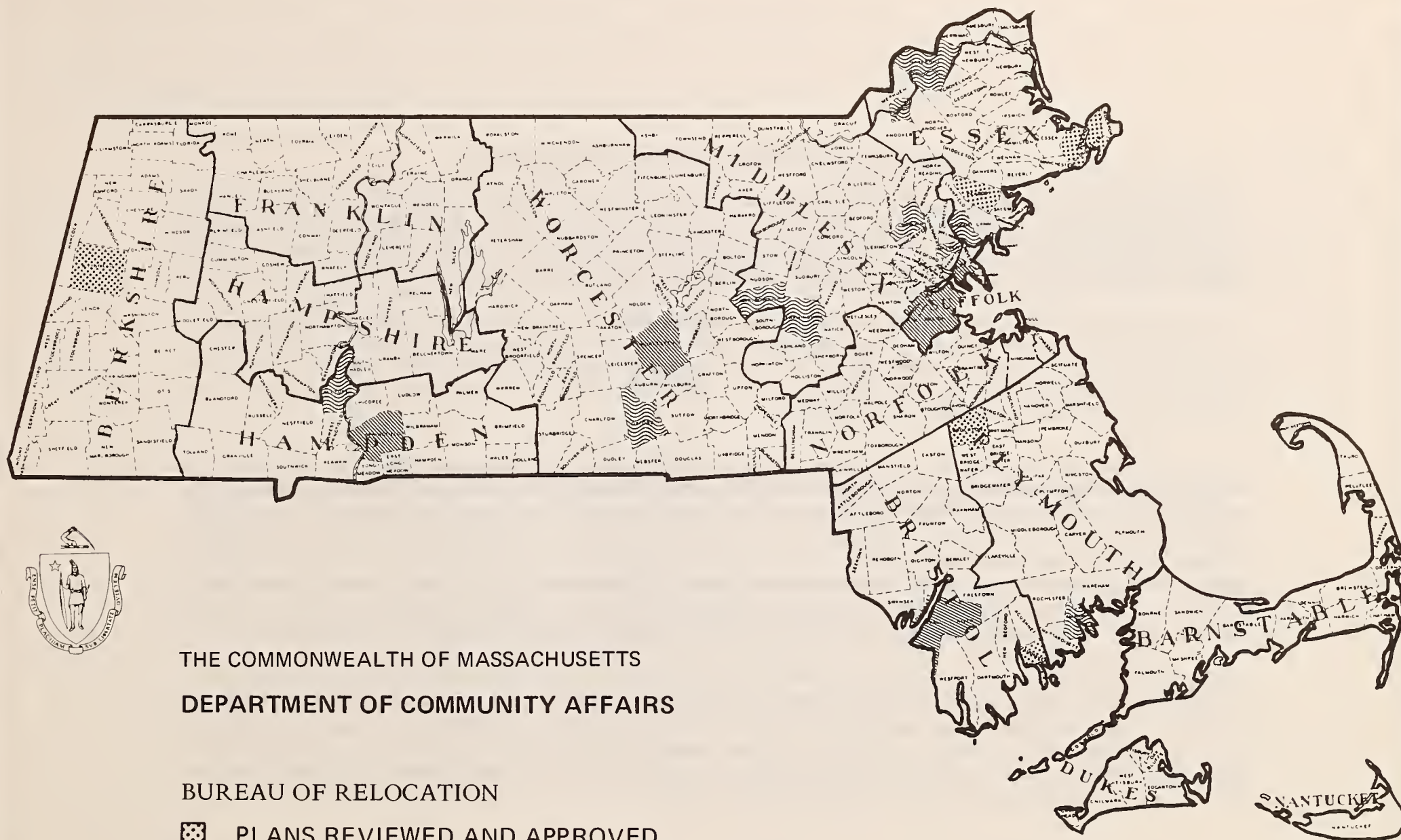
BUREAU OF RELOCATION

PLANS SUBMITTED, REVIEWED AND APPROVED CALENDAR 1971

City	Project	Funding	Date Approved
Boston	Summer Street	Fed. U.R.	9/20
	Olney St., School	Local	7/16
Brockton	Salisbury - Grove	Fed. U.R.	11/19
Fairhaven	DPW, Route 6	Fed. Highway	1/8
Fall River	High School	Local	9/2
Gloucester	Waterfront II	Fed. U.R.	6/28
Peabody	Route 95, DPW	Fed. Highway	6/14
Pittsfield	Jubilee (Amendatory)	Fed. U.R.	8/16
Somerville	Hanscomb Street School	Local	Reapproved 7/11
Springfield	Brightwood (Amendatory)	Fed. U.R.	8/16
Worcester	Franklin Sq.	Local	2/3
	Southbridge St.	Local	2/3




PLANS SUBMITTED AND UNDER REVIEW: NOT APPROVED AS OF 12/31/71

City	Project	Funding	Date Submitted
Boston	Bower Terrace School	Local	1/2 (waiver)
Brookline	Brook St. Playground	Fed. Pub. Facs.	10/4
Chelsea	Murray Park	Fed. U.R.	9/28
Fall River	CBD	Fed. U.R.	1/4
Framingham	Saxonville	Fed. U.R.	11/29
Haverhill	Merrimac St. Phase II	Fed. NPD	11/1
Holyoke	Bower-Mosher	Fed. U.R.	9/15
Lawrence	Broadway Essex Amend	Fed. U.R.	8/4
	Garden-Union-Allen	Fed. U.R.	3/19
Malden	Civic Center	Fed. U.R.	5/26
Marion	Route 6	Fed. Highway	2/26
Marlborough	New Center	Fed. U.R.	8/17
Oxford	Route 52	Fed. Highway	7/20
Saugus	DeFranzo Circle	Fed. Highway	6/10
Springfield	NDP, Phase I	Fed. NDP	9/15
Woburn	CBD	Fed. U.R.	4/29
Worcester	Elm Park	Fed. U.R.	8/30
	(Amendatory)		



THE COMMONWEALTH OF MASSACHUSETTS
DEPARTMENT OF COMMUNITY AFFAIRS

BUREAU OF RELOCATION

-  PLANS REVIEWED AND APPROVED
-  PLANS SUBMITTED AND UNDER REVIEW
-  PLANS REVIEWED AND APPROVED
WITH ADDITIONAL PLANS SUBMITTED
AND UNDER REVIEW

OFFICE OF REDEVELOPMENT ASSISTANCE

The Department of Community Affairs, with the cooperation of local authorities, funds and administers three major redevelopment programs in the Commonwealth: (1) the federally-aided renewal program under Title I of the 1949 Housing Act; (2) state-aided commercial and industrial urban renewal under Chapter 121; and (3) the Urban Redevelopment Corporation Program under Chapter 121A.

Before approving any urban redevelopment plan, a stringent review procedure is applied to insure that the rights of all citizens are protected; that the project concurs with the local planning board's comprehensive community development plan; that the area is not designated for urban renewal merely to benefit private enterprise; that the financial plan is sound; and the project area is in fact, "a sub-standard, decadent, or blighted open area."

1. Title I of the 1949 Housing Act: This is a federally-aided urban redevelopment program carried out by the local redevelopment authority in cooperation with the federal government. In addition to paying half the local cost, the Department of Community Affairs offers technical assistance in structural rehabilitation and in the sale of project land. The federal government pays two-thirds of the cost of urban renewal, the Commonwealth pays one-sixth, and the local community pays one-sixth. For communities under 50,000 population, the federal government pays three-fourths of the total redevelopment costs, while the state and the community each pay one-eighth. The communities' share of the new project cost may be met by local expenditures for utilities, streets, and public facilities in lieu of cash payments.

2. State-Aided Commercial and Industrial Renewal: This is a wholly state-aided program designed to help cities and towns broaden their tax base through industrial and commercial growth. The Commonwealth pays one-half of the new project cost and advances up to three-fourths of the planning cost. Usually, the community wishes to develop a large "open blighted area" for commercial industrial reuse, and for residential purposes. Low-income housing can be built on urban renewal areas through land write-down which provides sites at below-market costs.

3. Urban Redevelopment Corporation: Chapter 121A of the Massachusetts General Laws permits the creation of limited dividend corporations with eminent domain powers subject to local and state approval. It also allows trusts, individuals, partnerships and charitable corporations to participate in legalized real estate tax concessions, but without eminent domain powers. This program is available only to those individuals or corporations agreeing to limit their profit to no more than 6% of the invested equity. This legislation is an important tool for the provision of sites at a low cost for the construction of privately financed low-and moderate-income housing.

The Office of Redevelopment Assistance has undertaken many varied programs during 1971. In addition to approving several new urban renewal projects, the Office has approved over thirty amendatory applications.

The community of Palmer, which has a high rate of unemployment due to a major fire in 1968 which destroyed most of the industry in the area, received approval for a planning advance for the proposed Palmer Industrial Park. The Office was also able to respond with a planning advance in a matter of two weeks to assist the Town of Southbridge which had a disastrous fire in its central business district.

In 1971 the urban renewal funds allotted to the Office of Redevelopment Assistance amounted to \$3,500,000 for federally-aided Title I projects and \$900,000 for solely state-aided projects.

Construction began in Malden for the first solely state-aided residential project in Massachusetts.

**STATE-AIDED
URBAN RENEWAL**

Projects in Planning

<u>City or Town</u>	<u>Project Name</u>
Brookline*	Harvard-Aspinwall
Fall River*	Central Waterfront
Fitchburg	Airport Industrial Pk.
Framingham*	Operation 275
Haverhill	Rte 495 & Broadway
Holyoke*	CBD North
New Bedford	Air Industrial Pk.
	Wholesale District
Palmer*	Industrial Pk.
Southbridge*	CBD

Projects Closed Out

<u>City or Town</u>	<u>Project Name</u>
Lawrence	Industrial Pk.

Projects in Execution

<u>City or Town</u>	<u>Project Name</u>
Attleboro	Industrial Pk. No state funds)
Barnstable	Research Industrial Pk. (no state funds)
Brockton	Industrial Pk.
Gardner*	E. Gardner Industrial Pk.
Malden	Linden Highlands
Methuen	Industrial Pk.
Newton	Lower Falls
New Bedford	Industrial Pk.
	Maritime Terminal
	N. Terminal Bulkhead
Northampton	Millyard Project
Peabody	Industrial Pk.
Stoughton	N. Stoughton Industrial Pk.
Watertown	Arsenal
Wilmington	Eames St. Industrial Pk.
Woburn	Industrial Pk.

**FEDERAL-AIDED NEIGHBORHOOD
DEVELOPMENT PROGRAM**

Projects in Planning

<u>City or Town</u>	<u>Project Name</u>
Boston	Lena Park
Springfield	Memorial Square

Projects in Execution

<u>City or Town</u>	<u>Project Name</u>
Boston*	Summer Street
Haverhill	Merrimack Street

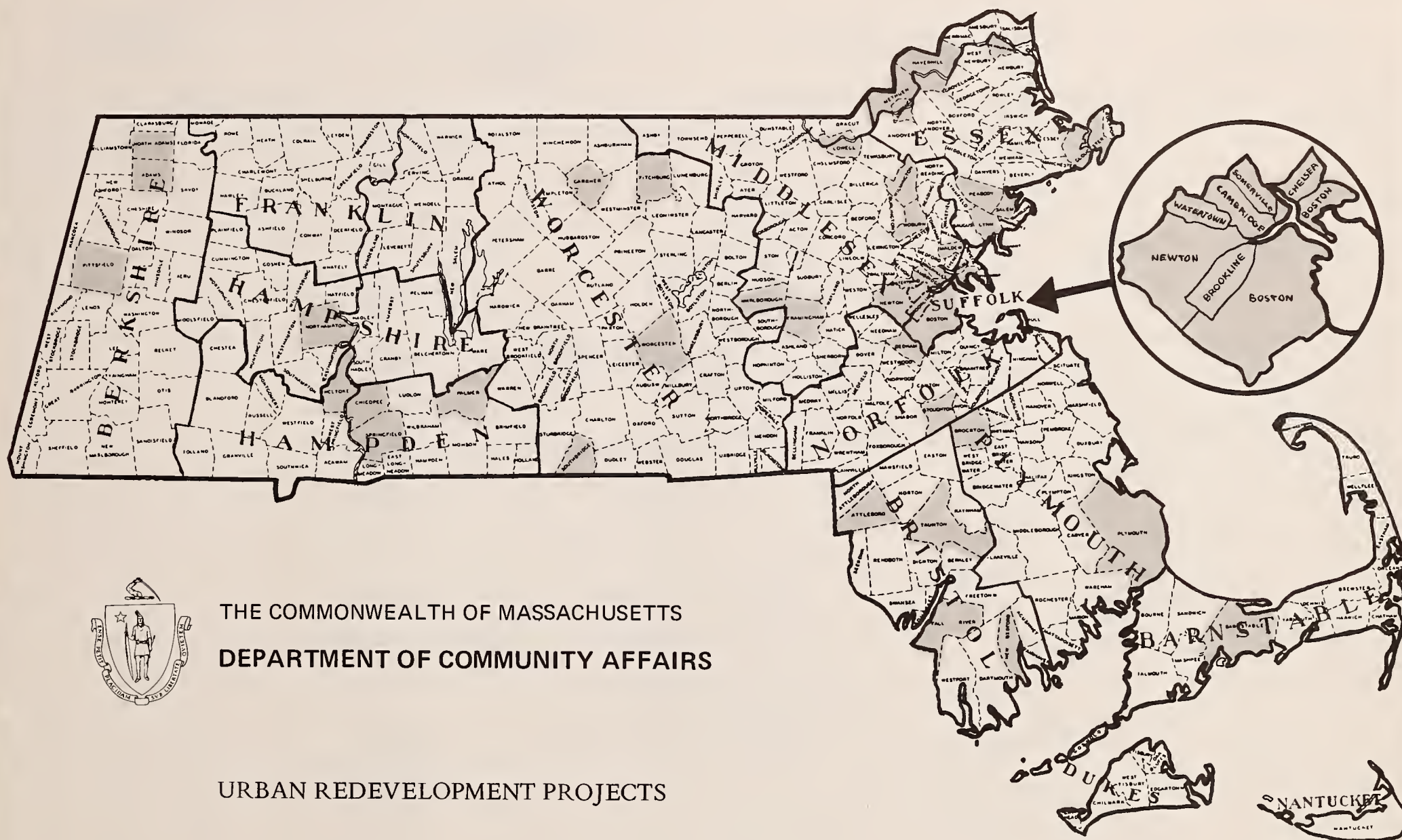
**EARLY LAND ACQUISITION
URBAN RENEWAL PROGRAM**

<u>City or Town</u>	<u>Project Name</u>
Boston	Campus High
	CBD

**LOCALLY AIDED
URBAN RENEWAL**

<u>City or Town</u>	<u>Project Name</u>
Boston	Park Place

*Approved during 1971



FEDERAL-AIDED URBAN RENEWAL

PROJECTS IN PLANNING

City or Town	Project Name
Brockton*	Salisbury Grove
Chelsea	Industrial Pk.
Fall River	Downtown Renewal
Framingham	Saxonville Project
Holyoke	Bower-Masher Pt. I
Lawrence	Garden-Union-Allen
Malden	Industrial Pk.
Marlborough	New Center
Springfield	Quincy-Union Hickory St. Rifle Street Eastern Ave.
Woburn	Woburn Sq.

PROJECTS IN EXECUTION

City or Town	Project Name
Boston	Charlestown Fenway Government Ctr. N. Harvard South Cove South End Washington Pk. Waterfront West End Boylston-Essex Saint Botolph South Station Franklin School
Brockton	Crescent Court
Brookline	Marsh Area
Cambridge	Kendall Sq. Walden Sq. Wellington- Harrington
Chicopee	Falls Area I
Dedham	Bussey St.
Fall River	Pearl St.
Gloucester	Waterfront I *Waterfront II
Haverhill	Pentucket Area
Holyoke	Prospect Heights
Lawrence	Broadway-Essex The Plains

PROJECTS IN EXECUTION (Cont'd.)

Lowell	Northern Canal Hale-Howard
Lynn	Market St. Lynnway-Sumner
Malden*	Civic Center Suffolk Sq.-Faulkner
New Bedford	West End South Terminal North Terminal
Newburyport	Central Business
Newton	Lower Falls
North Adams	Main St.
Pittsfield	Jubilee Columbus
Salem	Heritage Plaza
Somerville	Inner Belt
Springfield	North End Court Sq. Brightwood
Taunton	High St.
Worcester	Area D. Elm Pk. East Central

PROJECTS CLOSED OUT

City or Town	Project Name
Adams	Progress Project
Brookline	The Farm
Malden	Charles St.
Plymouth	Summer & High St.
Somerville	Linwood-Joy

*Approved during 1971

**DIVISION OF
COMMUNITY SERVICES**

**MacDonald Barr
Deputy Commissioner**

OFFICE OF THE DEPUTY COMMISSIONER

Divisional coordination and management activities were expanded in four different directions during the 1971 calendar year. To maintain close ties with chief executives of the cities and towns where major service projects such as planning grants were being considered, the Office of the Deputy Commissioner conducted 14 informal reviews of community needs with local executives.

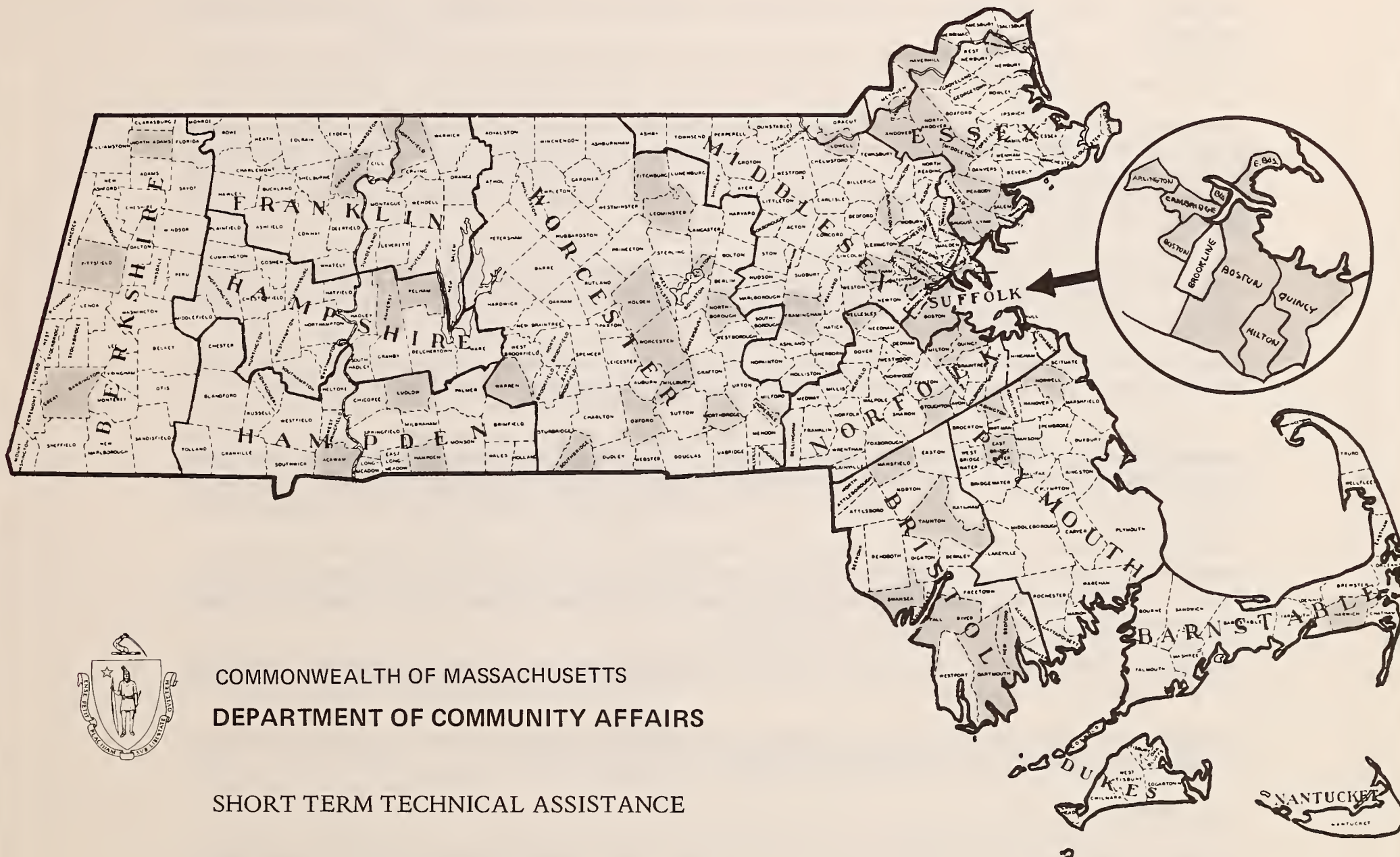
Other community services agencies, such as regional planning agencies and university service centers, are now kept abreast of the projects of this Division through the distribution of a bi-weekly "List of Direct Assistance Commitments to Cities and Towns." At the federal level, the Division has established continuing contacts with the Federal Regional Council supporting its efforts to coordinate federal investments in priority areas. Joint efforts have been conducted in New Bedford and are under consideration for Chelsea and Medford.

The Division has also responded to the expansion of the "A-95" review process to help coordinate federal, state, regional and local activities that relate to each proposed federal grant project. The Office developed the schedule for the review by various Departmental offices of each of the 100 types of applications for federal assistance that are included in the "A-95" review process. This Office has also assumed the central coordination and distribution of all "A-95" project notifications received by the Division as well as responses to be filed with the State Clearinghouse.

The Departmental Library which is maintained by the Division was expanded to over 3,500 individual catalogued titles, with substantial files of additional pamphlets, plans, town reports, etc., maintained but not catalogued. The Library produced the first comprehensive list of publications of the Department in August, 1971.

The Division experienced a reduction in the level of federal annual grant funding available from the U.S. Department of Housing and Urban Development, upon which the Division depends for most of its staff as well as grant resources for cities and towns. Moderate reductions in federal funds for planning services and for training were compounded by the fact that state funds for these programs are tied to the level of federal funds. A severe reduction in federal "701" planning grant funds for cities and towns under 50,000 population prevented the Division from undertaking any new local grant projects.

The Division arranged for assignment of three Departmental staff members to the Boston Transportation Planning Review project of the Department of Public Works, two of them full-time in the field of municipal affairs and relocation, and another part-time in the field of relocation. This facilitated a fast start-up for the 18-month project and assured a full sharing of information on matters of mutual interest to both agencies.



OFFICE OF MUNICIPAL AFFAIRS

During the current year, the Office of Municipal Affairs was active in providing technical assistance services to local governments in areas related to organization, management, and service delivery capability.

Local Program Development Services

The Office was involved in the provision of technical services to the City of New Bedford, under a grant from the Federal Regional Council, to determine the best use for the Fort Rodman site in that city. In addition, the project recommended alternative sites for the location of a regional vocational high school. A continuing commitment to develop an action plan for the development of Fort Rodman throughout the calendar year has been made to the Council.

The Office worked closely with the Municipal Purchasing Agents Association and the State Purchasing Agent to establish guidelines for the collective purchasing statute and also supervised and coordinated a feasibility study for a regional computer center.

Staff of the Office developed a proposal for the New England Regional Commission to provide funds which would aid in strengthening the institutional capabilities of Massachusetts local government.

In response to a request from the Mayor of the City of Chelsea, Staff from the OMA prepared a proposal for consideration by the Federal Regional Council of a multi-faceted planning project to implement certain recommendations outlined in the City's 1970 Master Plan. In addition, an economic survey of selected industries in Chelsea is being carried out by office staff to assist the City in protecting its economic base.

The Town of Southbridge sought the assistance of the Office of Municipal Affairs in preparing an application for funds under the State-aided Urban Renewal Program. Funds for this project have been approved and the project is now in the planning phase.

Assistance in the area of public works reorganization was provided to five municipalities as part of the Office's general work program.

In addition to these specific instances of program development activity, the Office played a major role in coordinating the State's effort under the Emergency Employment Act.

Local Problems Service

Municipal Management: The Office of Municipal Affairs has devoted the greatest portion of its time to providing direct and immediate assistance to improving the management capability of local public service personnel either through short-term assistance projects or continuing staff efforts, in cooperation with local boards, commissions and departments. This effort will serve as a prototype for similar developments in other municipalities. Staff members provided assistance in the area of organizational and budgetary reform to several communities. Thirty municipalities received direct assistance from the Office, enabling them to identify and/or request state or federal program funds or information.

Capital Improvement Programming: Staff from the Office has served fifteen towns in organizing capital budgeting committees and providing them with information regarding the process.

Municipal Organizations: Fifty-five municipalities received direct contact and assistance on matters relating to the organization of local government. Thirty-two of these contacts were with cities and towns having Charter Commissions elected to form a new home rule charter. Six commissions requested in-depth, continuing assistance in the actual drafting of a charter. Staff met with members of these commissions on a regular basis and drafted major portions of the home rule charter. For all other commissions, a review of the preliminary proposals, submitted in accordance with DCA - sponsored legislation of 1970, was undertaken. Numerous requests for advice and information concerning the procedures to be followed in establishing a Charter Commission were received and assistance was given. Summary sheets on charter provisions were prepared and distributed to local governments.

Legislative Research and Drafting: The Office drafted five legislative proposals for consideration by the General Court during the 1972 legislative session. The bills are designed to substantially clarify some of the major stumbling blocks to implementation of home rule powers envisioned by passage of Article LXXXIX of the Amendment to the Massachusetts Constitution.

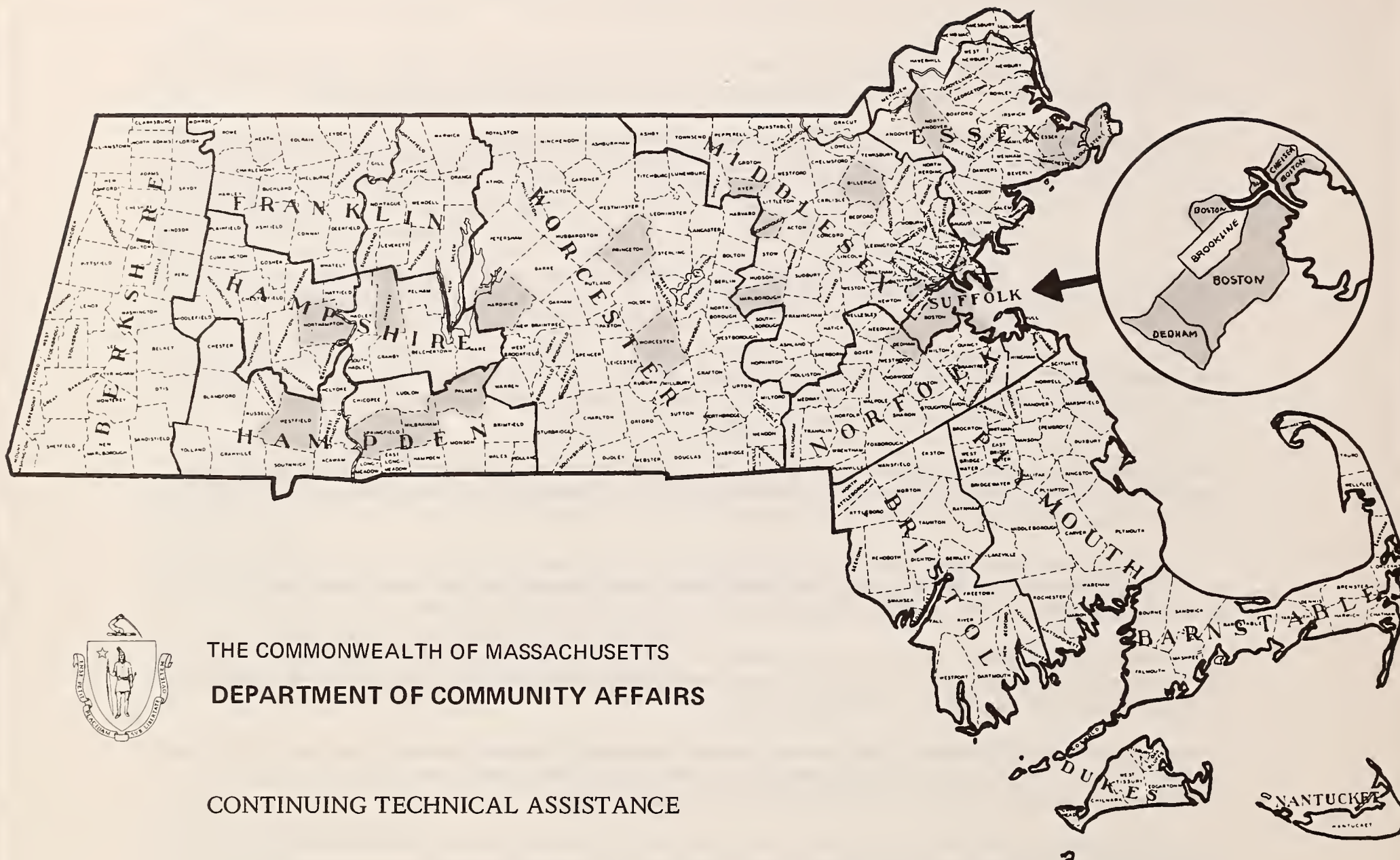
A survey was conducted among all town managers in Massachusetts to determine their views regarding the utility of enabling legislation for adoption of a Town Manager plan which would be available to those municipalities which accepted its provisions.

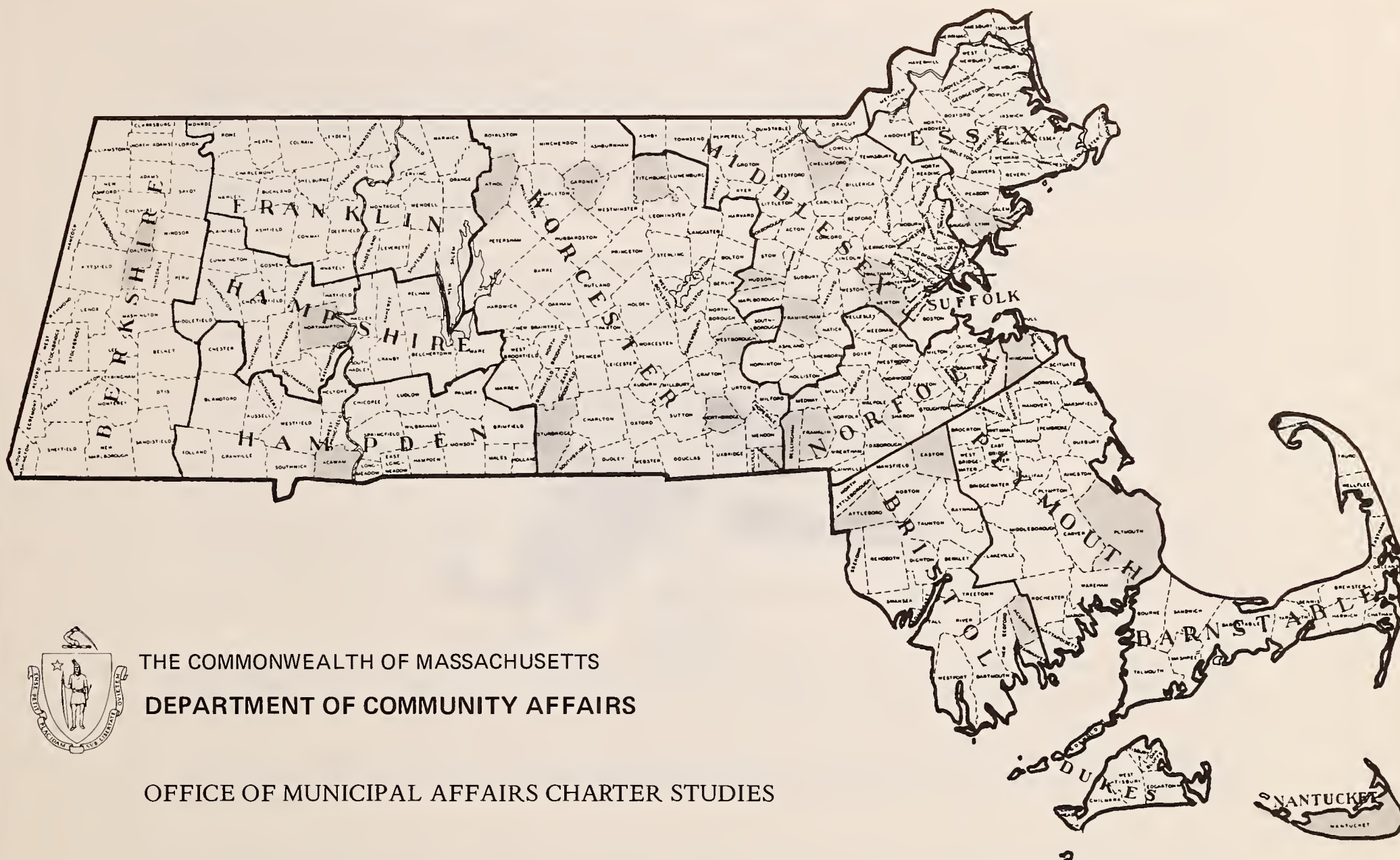
In addition, the Office of Municipal Affairs conducted a Workshop for Charter Commissions which was attended by representatives from each of the nineteen commissions elected in 1971 and dealt with the procedures to be followed in complying with statutes, and the experience of other commissions.

Technical Publications: During the past year the Office of Municipal Affairs distributed two new publications to local officials which were **Federal and State Programs For Community Development**, and **Model Charter for Cities in Massachusetts**.

An evaluation of the manual, **Guidelines for Capital Programming and Capital Budgeting in Cities and Towns**, and its utility for capital facility planning, is now being conducted by the Office with the intention of developing a continuing follow-up service to local governments.

A regular publication was inaugurated during December, 1971 as a means of continuing contact with local officials. A total of four Municipal Alerts were mailed which provided timely information on the broad range of municipal affairs.







Fort Rodman Disposition Study: The Federal Regional Council, (comprised of the Regional Administrators of five Federal Agencies: Department of Health, Education and Welfare, Department of Housing and Urban Development, Department of Transportation, Department of Labor and the Office of Economic Opportunity), selected the Department of Community Affairs to prepare a comprehensive report recommending the " highest and best use of the seventy acre Fort Rodman site which would have the most beneficial economic and social impact on Greater New Bedford." Chosen because of its municipal planning background, knowledge, and experience, the Department was awarded a \$40,000 grant to undertake the project and report to the Federal Regional Council with alternatives regarding disposition of the Fort Rodman site.

Local and regional agencies were involved from the outset of the Project and participated in the discussion of design alternatives for the site. A series of public hearings and meetings were conducted by the Project Director and his Staff in the City of New Bedford to encourage citizen participation, and focus attention on the development potentials of Fort Rodman.

Five key factors were considered and evaluated with regard to possible uses for the land: community needs, community desires, engineering feasibility, economic feasibility, and implementation feasibility.

The "development use packages" were suggested in the final report prepared by the Project Staff and submitted to the Federal Regional Council for distribution.

A. An Educational Park, including among its components a community college to serve the Greater New Bedford area;

B. Tourist/Recreation Facilities which includes a Marine Science Center, and convention facilities; and

C. Residential Community which calls for the development of a moderate density, mixed-income living environment with a high level of community facilities to serve both the new and existing South End residents.

Finally, regional, social and economic impact studies were undertaken, external evaluations of the packages made, and community response elicited through presentation to the city officials and community groups.

The Department's selection by the Federal Regional Council was indicative of the interest and involvement of the agency in Special Planning Projects, especially for the disposition of surplus federal land within the Commonwealth. The Department of Community Affairs will continue to develop this capability, and focus attention on the need for improving the community planning and development capability of state government.

OFFICE OF MODEL CITIES PROGRAMS

Massachusetts has nine cities participating in the Federal Model Cities program. Major funding from the Massachusetts Housing and Finance Agency, the Governor's Committee on Law Enforcement, the Department of Public Welfare, and other state funding sources are directed to the cities. The Office works closely with the Departments of Education, Public Health, Mental Health, Public Welfare, the State Office of Economic Opportunity, and with the Office of Planning and Program Coordination in the Secretariat for Administration and Finance.

Direct Technical Assistance

Staff of the Office of Model Cities Programs were directly involved in technical assistance in Springfield, Boston, Cambridge, Holyoke, Lowell, Lynn, Worcester, New Bedford, and Fall River.

The Office arranged meetings with state housing officials for Boston staff to jointly develop revisions of the State's urban renewal legislation. Funds were provided to the Neighborhood Family Care Center in Cambridge to further develop the planning model so it could be presented to other health planners. The Office provided assistance to Holyoke in developing an application to the Department of Transportation. Health specialists worked with Worcester on the design of their Health and Social Services Component, and with New Bedford in setting up health planning activities with applicants for family planning funds. Lowell's education staff received assistance in developing their Human Development Corporation. Staff from Springfield Model Cities were brought together with staff of First, Inc. to explore possibilities for developing a drug treatment project in Springfield. Special assistance was given to the health planner in Lynn in program development.

Indirect Technical Assistance

Members of the staff organized conferences and workshops for the City Demonstration Agency staff involved in special program fields. In this area, staff worked in conjunction with the Office of Training in conducting a program management techniques course for staffs of local model cities agencies. Conferences were held in the areas of housing, education, family and health planning. A subcommittee was formed to investigate legislative and administrative hindrances to the inclusion of Model Cities employees in the Massachusetts Civil Service System.

Achievements

A major achievement which resulted from the efforts of this Office was the establishment in the State Department of Education of a Bureau of Equal Educational Opportunity. This is a significant step toward changing the orientation of the state department in dealing with problems of urban schools.

The Office was a significant force in encouraging Springfield Model Cities residents to present testimony to the State Racial Imbalance Task Force concerning the quality of education in Springfield schools.

The Office worked closely with legislators and local agencies to see that restrictive legislation relating to the Welfare Department's eligibility requirements for day care services was not passed by the legislature.

The Department of Mental Health has taken its first steps toward providing services in local communities, rather than in state institutions, by working through the Model Cities programs in Lynn and Worcester. After the success of the Worcester outreach program, the Office worked with Lynn to duplicate the service model there.

Two major HUD contracts of \$100,000 to the Department of Education and \$160,000 to the Department of Public Welfare were awarded this year through the efforts of the Office. The contracts are to provide specialized assistance to local Model Cities in education and day care and to develop better state capability to deliver services in those areas.

BUREAU OF PLANNING PROGRAMS

The Bureau of Planning Programs is involved with general planning at both the regional and local level. The Bureau's major emphasis was placed on federal program administration over the past year but strenuous efforts have been and are being made to develop programs of technical assistance involving planning, education and informational techniques to local planning boards throughout the Commonwealth.

Comprehensive Planning Assistance "701" Program Administration

During the fiscal year 1971, the Bureau funded 29 localities under the federal Comprehensive Planning Assistance grants received under Mass. P-146 and Mass.P-146A. The total value of these projects was \$426,650. Comprehensive Planning Assistance projects now in progress under CPA MA 01 06 1004 amount to \$139,050 for 8 communities.

Special Planning Programs

Special planning programs which ranged from housing studies to demonstration transportation studies were contracted to private consultants for 11 communities who did not receive 701 funding for the fiscal year.

Technical Assistance

Staff members assisted the Office of the Deputy Commissioner on 10 Community Needs Surveys during the calendar year. The Bureau contacted 15 communities to initiate a reconnaissance survey in the municipality; from these contacts 2 reconnaissance reports were prepared and completed during the fiscal year and 12 reports are now in progress.

Staff members reviewed all new zoning and subdivision bylaws or ordinances for communities in the state including bylaws or ordinances prepared under the 701 program.

The Bureau maintains drafting room services which include the preparation and distribution of a variety of maps of the Commonwealth and its subdivisions. Base mapping services were provided to cities and towns.

During 1971, 8 follow-up reports were conducted throughout the Commonwealth by staff members of the Bureau.

Staff members were involved in direct technical assistance to those communities who applied for but did not receive 701 funds for the fiscal year. A total of 10 municipalities were contacted under this program.

One staff member was involved in providing information to various towns, public agencies, and private citizens on matters related to mobile homes.

General technical assistance was provided to Granville, Carlisle, Pelham, Petersham, Warren, Swansea, Westfield, and Ipswich. This included mapping and advice on various local problems.

Planning Seminars

Staff members of the Bureau conducted a training program for Planning Board members who were recently appointed or elected in a community. Ten sessions were conducted at three separate locations throughout the state with an average of 40 people attending each session.

Appeals Seminars

The Bureau conducted a training program for Zoning Board of Appeals members who were recently elected or appointed in a community. Six separate programs were conducted throughout the state with an average of 35 people attending each session.

Manuals and Publications

The Bureau updated all major publications during the calendar year. This included the following:

Local Planning Objectives and Basic Procedures
Municipal Planning and Subdivision Control Legislation
Preparation of a Zoning By-Law
The Zoning Enabling Act
Suggested Rules and Regulations Governing Subdivision of Land

* Staff members also reviewed and updated manuals and guidelines which covered such areas as **Flood Plain Zoning, Variances, Aerial Photography, and Establishment of Historic Districts in Massachusetts.**

One staff member drafted a pamphlet containing questions and answers on the Wetlands Act (the state equivalent to the Hatch Act) for Planning Boards throughout the Commonwealth.

A total of 4 issues of the Community Planner Newsletter were published during the year. The Newsletter reports recent planning developments and provides a forum for individuals to make contributions of significance to local planning.

A total of 20 appeals memos were drafted by a staff member of the Bureau and sent to all Appeals Boards throughout the Commonwealth.

“Study Report No. 1 - Zoning Enabling Legislation for Planning and Zoning” was prepared by the Bureau working closely with the Advisory Committee on Planning and Zoning Legislation, with recommended changes for the zoning enabling legislation. This report and recodification of Chapter 40A of the General Laws was filed as a Departmental report to the Legislature in December, 1970.

LOCAL PLANNING GRANT PROJECTS ACTIVE DURING 1971

P-146	TOTAL PROJECT COST	COMPLETION DATE
Amesbury	\$35,000	February, 1971
Bolton	11,000	March, 1971
Dighton	18,000	February, 1971
Easthampton	36,800	June, 1971
Easton II	18,600	March, 1971
Lakeville	22,800	March, 1971
Leicester	16,200	March, 1971
Middleborough	38,000	June, 1971
Palmer	34,400	March, 1971
Pepperell	24,000	June, 1971

P-146A	TOTAL PROJECT COST	COMPLETION DATE
Ashland I	\$10,800	March, 1971
Clinton I	17,800	March, 1971
Hampden II	8,400	February, 1971
Hingham	1,500	January, 1971
Lanesborough	1,500	March, 1971
Mansfield I	12,000	June, 1971
Marlborough	2,250	February, 1971
Milton	1,500	February, 1971
Natick III	18,700	June, 1971
North Adams	15,000	March, 1971
Northampton	18,750	March, 1971
North Andover	17,000	March, 1971
Northborough	12,750	March, 1971
Provincetown	1,500	April, 1971
Raynham	1,500	June, 1971
Shrewsbury	18,000	March, 1971
Sturbridge	9,900	March, 1971
Westminister	1,500	January, 1971
Williamsburg	1,000	March, 1971

CPA MA 01 06 1004	TOTAL PROJECT COST
Ashland	\$10,200
Clinton	17,200
Mansfield	12,000
North Adams	21,000
Northampton	31,000
North Andover	16,900
Northborough	12,750
Shrewsbury	18,000

OFFICE OF REGIONAL AFFAIRS

The Office of Regional Affairs has a basic role in coordinating the A-95 review system at regional and sub-regional levels of state government. The review is conducted by all local, state and federal agencies, determined by the Office of Planning and Program Coordination to be interested parties to proposals and projects utilizing federal funds.

Legislative proposals of primary concern were studied and position papers were submitted on the following legislation.

- Nineteen bills dealing with solid waste disposal
- Major bills involving reorganization of middle layer government
- One bill on regional hospital planning
- Nine bills which involved housing needs and/or construction in the Commonwealth
- A proposal concerning a site development of a new community in the Commonwealth
- Several bills dealing with concerns of individual regional planning agencies
- Legislative proposals relating to the establishment of a state Urban Development Corporation

The Office also drafted a position paper in support of its bill to provide low income group representation in regional planning activities.

There has been a continuing exchange between the Office of Regional Affairs and the regional planning directors at monthly meetings and through assistance and services provided to the regional planning agencies throughout the Commonwealth.

The Franklin County Department of Planning and the Dukes County Planning and Economic Development Commission's 701 Planning Projects were terminated during the calendar year. Contracts were approved for work by Franklin County Department of Planning and Cape Cod Planning and Economic Development Commission on new 701 Planning Projects. The work programs have been underway since April 1, 1971.

Members of the staff have attended meetings and assisted regional planning agencies in preparation of their overall program design. In this area, the staff has worked in conjunction with Dukes County Planning and Economic Development Commission and the planning team of Metcalf and Eddy on the development of their overall program design and their plans for future development of Martha's Vineyard.

The Office completed contracts with Worcester Census Services, Inc. for a statewide census center. Copies of all census data retrieved have been furnished to the regional planning agencies for their use and for distribution to municipalities and other public agencies within each region.

Staff members have been working on the regionalization study which is concerned with the redefinition of the geographical boundaries and analysis of potential structure and functions of middle layer government. A joint report by this Office and the State Office of Planning and Program Coordination will accompany the work on logical subdivisions of the state.

The industrialized housing information system was revised to conform to the central census data project as part of an effort to provide a central information system for the state. A report was developed on "Operation Breakthrough" outlining the status of the various producer systems, potential Massachusetts projects, and the program in general. The Office was involved in the negotiations which led to the decision to build a manufacturing plant in Massachusetts by an "Operation Breakthrough" firm. This plant should be in operation in about 7 months and should significantly assist in the provision of low and moderate income housing in urban areas.

The Office has been involved in planning a statewide land use mapping program by the U.S.D.A. Forest Service. The Office of Regional Affairs has also been active in a variety of transportation planning activities which included membership on a steering group for the Boston Transportation Planning Review and North Shore Transportation Planning Review, TOPICS reviews, development of regional agency participation as the local resources in the Bureau of Transportation Planning and Development Urban Studies and the National Transportation Needs Study, and the Massachusetts Selectmen's Association Special Committee on Transportation.

OFFICE OF COMMUNITY HOUSING ASSISTANCE

Community Contact

The Office of Community Housing Assistance provided technical assistance concerning state and federal housing programs to various non-profit and limited-dividend organizations interested in developing low and moderate income housing.

Information Mailing

Over 2,000 copies per issue of the "Legislative Alert" were prepared and mailed to non-profit organizations, Councils on Aging, redevelopment and housing authorities, Regional Planning Commissions, League of Women Voters organizations, Fair Practices Committees and various city and town officials, and departments as well as housing organizations and other pertinent groups and individuals. A total of 12 Legislative Alerts were prepared and mailed during the calendar year. The Office recently inaugurated the Community Housing News newsletter of which 5 issues were prepared. Information bulletins for comprehensive permits and for the development of subsidized housing under Chapter 774 of the Acts of 1964 were also prepared and mailed to the above mentioned organizations.

Massachusetts Housing Appeals Committee

Technical and administrative assistance was provided to the Housing Appeals Committee whose function is to hear and render decisions on appeals by developers of low and moderate income housing, who have been denied a comprehensive permit by a local Board of Appeals.

Rent Control

Technical assistance in the interpretation of Chapter 842 of the Acts of 1970 is provided by the Office to any city or town who have adopted or who are contemplating a rent control law. A total of 21 requests were received from rent control boards as well as attorneys, organizations, tenants, and individuals from communities throughout the Commonwealth.

OFFICE OF CODE DEVELOPMENT

The Office of Code Development continued its efforts toward the elimination of restrictive and obsolete practices currently embodied in the State's housing and building code regulatory system, including the technical documents, administration, and enforcement. In addition, it provided technical assistance to local municipalities relative to these matters and conducted training programs for code enforcement personnel.

Research

In April, 1971, the Office completed a technical document entitled, "Report Relative to the Development, Administration, and Enforcement of Building and Housing Codes"; 700 copies were distributed to counterpart agencies in the 49 states, the General Court, and local building and state officials.

Legislation

The major effort of the Office was devoted to the establishment of the Statewide Uniform Building Code because of its importance to the housing market and to local municipalities. However, during the third reading in the Legislature, a Home Rule Adoption Amendment was included which defeated the entire concept of the bill. The bill has been refiled by the Department for the 1972 legislative session in one of the annual Departmental reports.

The Office also drafted legislation to establish a state program for the rehabilitation of substandard and abandoned buildings which would establish a mechanism to make subsidies available to municipalities meeting certain eligibility requirements through a state bonding issue.

Training Programs

Three training programs for local and state building inspectors were conducted by the Office during May and June, 1971. These programs were attended by 56 local building inspectors and 13 state building inspectors.

Three training programs were conducted by the Office during June and July, 1971 for local housing code enforcement inspectors. These programs were attended by 155 individuals, representing 57 municipalities.

Two additional training programs for local and state building inspectors, an expansion of the programs conducted in May of this year, were conducted during November, 1971. These programs were attended by 98 local building inspectors and 23 state building inspectors.

These training programs were initiated in 1969 and are a continuing and expanding effort of this Office, as part of the federally-funded "Title VIII" grant program of HUD, coordinated by the Office of Training.

Technical Assistance

The Office completed its compilation of the existing code administration, field operations, and enforcement procedures utilized in the cities of Boston, Springfield, and Worcester. The report documents the procedures in use by eleven departments in those three cities. Bound reports of the existing procedures are now being completed as well as the final report which analyzes the differences and formulates recommendations for changes.

The Office of Code Development continued its involvement with national code organizations, including the National Conference of States on Building Codes and Standards, whose primary function is to effect uniformity in the building regulatory system throughout the United States.

The Office also served as a central coordinating agency for state efforts involving building and housing codes, code administrative procedures, and training programs.

OFFICE OF TRAINING

The Office of Training offers training programs to municipal officials, subprofessional personnel and members of private non-profit community development and housing organizations. These programs are designed to insure the ability of the participants in delivering service to their local communities. The following training programs were given during 1971:

Housing Maintenance Clinics	Supervision and Group Techniques
Management of Conflict	Board Training
Financing & Budgeting for Housing Authority Executives	Housing Management
Systems Analysis	Training for Planning Board Members
Management Information Systems	Intensive Executive Development Seminar
Program Evaluation Review Techniques	Modern Budget Techniques for Department Heads
Grantsmanship	Code Enforcement for Building & Housing Inspectors
Housing Maintenance Training	

The Following Special Programs Were Undertaken During the Calendar Year

Housing Maintenance Films	Collective Bargaining Handbook Development
Housing Management Training Films	Intergovernmental Personnel Act-Research and Program Development

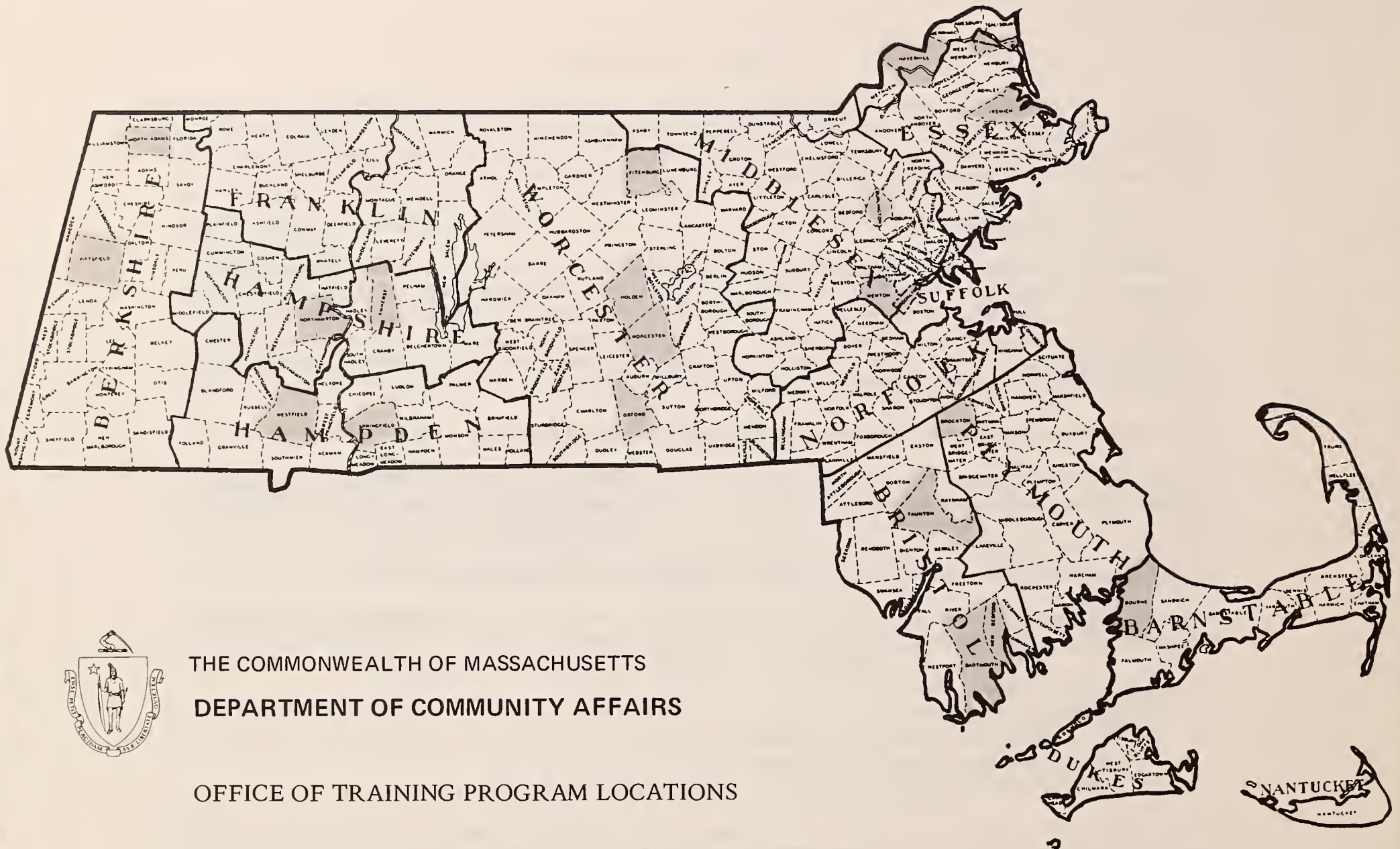
The Following Programs are Presently Under Development for the Next Fiscal Year

Municipal Finance	Municipal Administration
Executive Management Development	

Subprofessional Programs

- a. Councils on Aging Training
- b. Skill Training for Clerical Personnel
- c. Supervisory and Group Technicians
- d. Increased Decisionmaking Skills for Parent Advisory Groups

The Office of Training conducted the Municipal Summer Intern Program which placed 14 summer interns in local government. A tuition rebate program for department employees was also conducted, during the summer months, in which 15 staff members were able to participate.



**DIVISION OF
SOCIAL SERVICES
AND
ECONOMIC OPPORTUNITY**

**V. James Popeo
Deputy Commissioner**

The chief objectives of the Division of Social and Economic Opportunity are:

1. To collect facts and statistics and conduct special studies affecting the health and welfare of the aging and poor population of the Commonwealth.
2. To keep abreast of the latest developments in this field of activity throughout the nation.
3. To provide for mutual exchange of ideas and information on national, state and local levels.
4. To encourage and assist in the development of programs for the aging and poor in the municipalities of this state.
5. To cooperate with public and voluntary agencies and with departments, divisions and units of local, federal and state governments in promoting coordination of programs for our constituency.
6. To make recommendations for needed improvements and to serve as an advisory body in regard to new legislation in this field.
7. To provide technical assistance to communities and groups so that they may obtain necessary financial and other assistance.
8. To serve as an advising and consultative force in this field to other units of governments and to local communities.
9. To disburse the grant funds available to local groups.

STATE ECONOMIC OPPORTUNITY OFFICE

The State Economic Opportunity Office serves as an advocate of the poor within the structure of state government. Supported by a grant from the federal Office of Economic Opportunity, the SEOO relates its work to the needs of the poor in Massachusetts. For fiscal year 1971 the SEOO had a basic grant of \$199,281, a planning grant of \$15,000, and \$72,000 for Domestic Action youth programming. A non-federal share for these grants is provided through in-kind services (personnel and space) of other units of DCA, principally the Commonwealth Service Corps.

The responsibilities of SEOO are to:

1. Advise the Governor on anti-poverty matters; by providing him with information with respect to the policies and programs of OEO and other anti-poverty resources; through review of all OEO grants and contracts of assistance within the state; and by the preparation of an annual written analysis of the principal problems and causes of poverty in the state with recommended priorities and types of programs to meet the problems.
2. Mobilize and coordinate state resources in the anti-poverty effort; by assuring good communication between state agencies and offices whose activities affect the poor; and by assisting in the development of resources (programs, expertise or funds) for local community action agencies.
3. Act as an advocate of the poor in state government; by developing and recommending policy and program alternatives to decision makers within state government; working for institutional change within state agencies to insure that they are accessible, responsive and accountable in meeting the needs of the poor; and by working to gain representation of the poor on state committees and policy making units.
4. Provide technical assistance to OEO grantees; through field visits, assistance in program and proposal development, identification and coordination of technical assistance personnel to grantees, and staff support to the statewide association of community action program directors.
5. Advise the Regional Office of Economic Opportunity, by providing the annual analysis of poverty; assisting in the development of the total annual OEO funding plan for the state; and by serving in an advisory capacity on a number of regional OEO planning and review committees.

During the fiscal year the SEOO, within its broad mandate engaged in the following specific activities:

1. Training programs on a community basis designed to make an impact on community resources or services:

Assisted 2 community action agencies design family planning services for their communities.

Designed the **"Learning to Learn" Program for New Bedford** and secured funding. A tutorial program for school drop-outs and "alienated" youth.

Provided technical assistance to local groups formed under the concept of Community Coordinated Child Care to produce integrated plans for utilization of all local child care services.

Worked with community action agencies, city officials and state officials to expand **food assistance programs** in Massachusetts, including advising the Governor's staff on alternatives for the administration of food assistance programs; in New Bedford helping the city to determine a course of action leading to a unique model for combining a joint program of surplus foods and food stamps.

Organized a joint effort among Roxbury Council of Elders, Brigham Hospital and Brookline Council on Aging to hold a conference on the **Meals on Wheels** program, leading to the development of such a program in the Brigham Circle area and Brookline.

2. Insuring that state level operations and decision making are more responsive to the poor:

Worked with a coalition of groups to develop guidelines for Title I Elementary and Secondary Education Act parent involvement. These guidelines were adopted by the Board of Education in October, 1970, making Massachusetts the first state to insure full parent participation on Title I Parent Advisory Councils and to introduce a grievance procedure for low-income parents concerned about Title I programs.

Served on the Massachusetts State Community Coordinated Child Care Committee which approves local 4-C applications.

Provided training and technical assistance in the development of the Governor's Advisory Committee on Food, Nutrition and Health.

Trained student interns as to the operation of food assistance programs in Massachusetts so that the Office of Planning and Program Coordination could develop a "food" file for use in long-range program planning.

Advised the Governor's staff with recommendations for increased efficiency in the operation of food assistance programs.

Advised the Governor's staff on implications of Welfare Department decision making - specifically regarding the General Relief program, the legal hearing requirements for administrative changes, and the flat grant.

3. Strengthening the capacity of low-income groups to affect the conditions of their poverty and the decisions that are made which relate to them:

Training programs for parents in decision making and involvement with Head Start programs.

Training programs for welfare recipients as to the operation of Welfare program decision making, e.g. legislative, administrative, bureaucratic, organizational, interest group and political.

Training for tenants organizations for dealing with the decision making apparatus for public housing, e.g. grievance procedure, hierarchy, organizing, etc.

Training for Title I Elementary and Secondary Education Act Parent Advisory Council's members in Somerville, Chelsea, Lynn, New Bedford, Springfield, and Boston.

4. Development of Technical Materials:

Contributed to the Massachusetts Law Reform Institute handbook on Medicaid.

"How to Make a Tenants Handbook".

"Fact Sheet on Title I Parent Advisory Councils" (with Statewide Title I Task Force) - a handbook on organizing Title I PAC's.

5. Other:

Assisted a statewide and national educational effort on the implications of an anticipated cutback in Head Start funds.

In a crisis when surplus foods were abruptly discontinued statewide, organized a series of public hearings with the resultant reinstatement of the program.

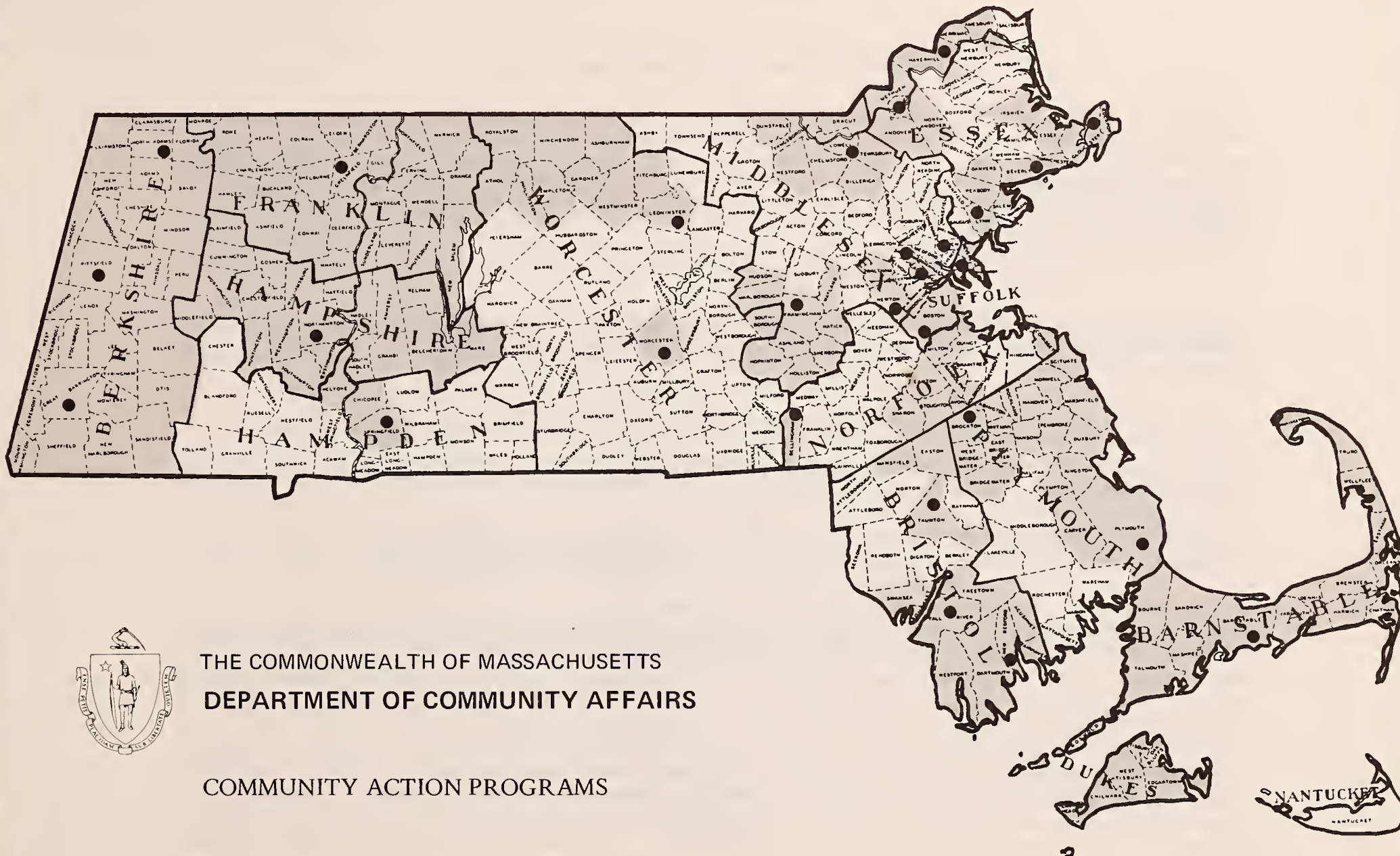
In conjunction with ABCD developed a New Careers program for the Attorney General's office with people serving as consumer protection aides.

On-going assistance in program areas and work with community action agencies with staff training programs.

Supporting the development and funding of the Massachusetts Alliance Against Hunger.

Participation in comprehensive state planning through the initial support of functional poverty planning within the state Office of Planning and Program Coordination. This was brought about through the development of a special planning grant of \$15,000.

With the advent of a new funding period in February, 1971, mid-way through the fiscal year covered by this report, the SEOO adopted a conceptual framework for operation which identified it as an agency within state government with a primary focus upon making an impact on state government with and on behalf of the poor. Most of its resources and staff are directed to deal with issues internal to state agencies, their policies, programs, resources and operations as they affect the poor. The rationale for such a strategy is a belief that collaborative interaction and planning will result in maximum benefit to the poor.



THE COMMONWEALTH OF MASSACHUSETTS
DEPARTMENT OF COMMUNITY AFFAIRS

COMMUNITY ACTION PROGRAMS

THE OFFICE OF VOLUNTEER SERVICES

The Office of Volunteer Services began in 1964, under the Commonwealth Service Corps Commission. Its main function was to recruit, select, and place selected groups of citizens to work as volunteers to help disadvantaged citizens. It was a program funded 100% by the Commonwealth of Massachusetts. It is the only state-funded program of its kind in the country. The Division of Social and Economic Opportunity assumed the function of operating this Bureau on November 1, 1968 when the Department of Community Affairs was established.

A. Some distinguishing facts about the office are:

(1) It includes the largest number of fulltime resident volunteers (over 400) in the country. The aim is the recruitment, training and support of poor people who are helping other poor people to work their way out of poverty.

(2) It is the only state anti-poverty agency in the country with such a wide variety of programs.

(3) With the exception of Connecticut, it gives more state assistance, dollar-wise to local community action agencies than any other state in the country.

The variety of agencies served and jobs done by CSC Volunteers is unprecedented. Volunteers are serving in almost every Massachusetts agency that is doing significant work in this field.

The emphasis on "maximum feasible participation of the poor," a basic principle of the Economic Opportunity Act, has been demonstrated by the development of a system of volunteer participation in the operation of the Volunteer Program through Regional Advisory Councils. During the past year these Councils have grown in strength, size and activity. Representatives from the Regional Councils sit on a State Advisory Council. They are now spreading their concern to the area of legislation affecting the interests of poor people.

The Office of Volunteer Services is set up on a regional basis. There are offices in Springfield, Worcester, Lawrence, Boston and Fall River. It has 900 Corpsmen working for more than 140 agencies and organizations throughout the Commonwealth. These include state institutions and hospitals, programs for alcoholics, half-way houses for juvenile delinquents, correctional institutions, settlement houses, anti-poverty agencies, childcare centers, programs for the aging, and day care centers and workshops for the retarded and physically handicapped.

There are four categories of Volunteers. **Full-time Volunteers** work thirty hours per week and receive a stipend of \$80 a month. **Part-time Volunteers** work at least twelve hours a week and are paid expenses. Part-time student Volunteers work at least six hours a week and receive \$12 a month for expenses. **Associate Volunteers** work without pay or expenses for a minimum of two hours a week. Associates are usually persons with special skill or college students with a limited amount of time.

The Volunteer stipend serves two valuable purposes. First, it makes possible a greater involvement in terms of time than that which an unpaid Volunteer can afford. And second, it enables low-income people and senior citizens to supplement their incomes. Equally important is the Associates Program, which allows people with limited time to contribute their services without compensation.

An important aspect of the Volunteer Program is that most of the Volunteers live in the neighborhoods where they work. As such, they are aware of the problems with which they deal as Volunteers. They are also more apt to be trusted by other community people. In addition, Volunteer positions provide valuable in-service training in community action, which enables the Volunteer to secure para-professional jobs. The Volunteer Program, in this sense, is a "career ladder" program. It allows community people to move up into full-time positions, as a result of their Volunteer experience. Through these positions they can then help determine policies affecting their neighborhoods and their lives.

The requests for people constantly exceed the amount the Bureau is financially able to place in the field. As a result, the Volunteer staff must continually weigh the placement of Volunteers in terms of the needs of each region of the state.

The following are a few examples of the different types of placement in which the Volunteers are assigned: Neighborhood Centers, County Extension Service, Pre-school Programs, Head Start Centers, Spanish-American Centers, Creative Workshops for the Elderly Councils for the Aging, State Hospitals and Institutions, Centers for the Handicapped, Alcoholism Clinics, and in Homemaker Services.

PUBLIC SERVICE INTERN PROGRAM

Throughout Massachusetts, in countless communities confronted with various and complex problems, there are tasks undone and programs never implemented because of a lack of funds and a shortage of personnel. Yet, in these same communities there are hundreds of college students trying to find ways in which they can play an active role in affecting the future direction of their society. More and more students are seeking to become part of the inner workings of government, and governmental agencies, with their overall shortage of funds, are welcoming this added manpower.

The Public Service Intern Program, sponsored by the Massachusetts Department of Community Affairs, places undergraduates and graduate students participating in the College Work-Study Program in a wide variety of state and local public service agencies. Each Internship provides the opportunity for students to learn about government and social service professions by doing actual work in a field related to their career interests.

At the same time, government agencies are provided with a needed source of motivated young men and women capable of carrying out urgently needed assignments.

The program of this department is designed to accomplish the following objectives:

- A. To provide immediate student manpower assistance in meeting needs.
- B. To increase understanding and appreciation of community needs and problems as a legitimate base for learning by students, faculty, and agency representatives.
- C. To provide avenues of cooperation among institutions of higher learning and public organizations concerned with youth leadership, developmental change, and better government.

Students have worked in such agencies as the Department of Public Welfare as social work assistants, the Department of Community Affairs as urban renewal trainees and housing specialists, the Department of Public Health as laboratory assistants and air pollution control aides, the Mayor's offices of various communities as administrative assistants, the Department of Mental Health as program aides and research assistants, the Governor's Office as special aides, the Department of Corrections as social work aides, the Probation Department as probation aides, the Massachusetts Defenders Committee as legal assistants, plus a wide variety of other agencies such as the Massachusetts Commission Against Discrimination, the Department of Commerce and Development, and the Council on Arts and Humanities. New and more innovative internships are being created each year.

Under the Federal College Work-Study Program (CWSP) the United States Office of Education provides 80 percent of the compensation of students eligible for work-study. The Massachusetts Department of Community Affairs supplies the remaining 20 percent matching share for all Public Service Interns.

Interns in both the summer and the academic year program receive the following salary rates, subject to the approval of the Work-Study Program at each college:

Freshmen and Sophomores	\$2.25 per hour
Juniors and Seniors	\$2.50 per hour
Graduate Students	\$2.75 - \$3.00 per hour

The hourly rates apply for a maximum of 40 hours per week during the summer program and 15 hours per week during the academic year.

Interns receive their paychecks directly from their colleges at regular intervals. The Department of Community Affairs subsequently reimburses the colleges for the non-federal share of 20 percent along with payments for fringe benefits.

OFFICE OF SERVICES TO OLDER AMERICANS

The Office of Services to Older Americans was administered by the Division of Social and Economic Opportunity until December, 1971 when the Executive Office of Elderly Affairs was established and made responsible for the operation of this office.

A. Structure of the Office

A Council on Aging was created by the Legislature in 1954. In 1964 it was redesignated as the Massachusetts Commission on Aging. In 1966 the State designated the Commission on Aging as its official agency for implementing the Older Americans Act of 1965. In 1965 legislation reorganizing the state government abolished the Commission and then made the Office of Services to Older Americans in the Department of Community Affairs the official agency for the elderly. A further reorganization of state government in 1971 has created the Executive Office of Elder Affairs.

B. Major Responsibilities of the Office

After several years during which the state office for the elderly underwent structural changes, its role and potential are becoming evident. There are six major responsibilities accepted by the Office of Service to Older Americans.

1. It is the single state agency responsible for giving attention to the needs of the elderly.

It must therefore:

- a. Be informed about all resources available to older persons in state government.
- b. File, support or oppose legislation according to the best interests of senior citizens.
- c. Provide legislators and state agencies with a clearinghouse of data and information.
- d. Administer all federal and state funds earmarked specially for the elderly.

2. It provides creative and professional leadership in establishing and developing services to older persons in all cities and towns of the Commonwealth.

a. Funded projects:

Title III Projects: During the past year there have been thirteen (13) communities operating programs with federal grants under Title III of the Older Americans Act. Those funds totalled 218,000 distributed as follows:

1. Boston, Project Involve	\$28,315.00
2. Boston, Pre-Retirement	23,515.00
3. Boston, P.R.O.P.	13,878.00
4. Brookline	10,993.00
5. Cambridge	10,231.00
6. Dorchester	6,789.00
7. Fall River	20,652.00
8. Haverhill	16,210.00
9. Lynn	\$14,987.00
10. Malden	23,986.00
11. Medford	1,874.00
12. New Bedford	11,788.00
13. Reading	2,865.00

State Grants: The Legislature appropriated \$25,000 to be distributed to communities in small amounts as seed money. These grants were made as follows:

1. Brookline	\$ 500.00
2. Chelsea	3,435.00
3. Easthampton	500.00
4. Fitchburg	2,000.00
5. Gloucester	1,140.00
6. Holbrook	500.00
7. Medford	1,500.00
8. Melrose	2,000.00
9. Methuen	1,500.00
10. Middleton	1,000.00
11. Somerville	5,000.00
12. Quincy	1,725.00
13. Southbridge	500.00
14. Tyngsboro	600.00
15. Walpole	600.00
16. Springfield	2,000.00
17. Canton	500.00

b. Councils on Aging

Through its field staff, the Office of Services to Older Americans has been instrumental in organizing and aiding local Councils on Aging in 150 towns and cities. Of these, twenty-six have been formed during 1971. Each Council represents many days of work, involving meetings with senior leaders and organizations, discussions with selectmen, finance committees, and town members. Only a handful of communities have so far declined to form Councils. There are still over a hundred major towns not yet organized.

c. Hot Lunches for the Elderly

Working in conjunction with the School Lunch Office of the Department of Education, staff have helped to organize and fund lunch programs for the elderly in twenty-four towns. These function with varying degrees of effectiveness, depending on the ability of local senior citizen leadership and the dedication and cooperation of local school authorities. Plans have been completed in several other towns where programs could not begin due to lack of funds. There are presently eight towns waiting for funds with which to begin.

In a few cases lunch programs are being operated without state subsidy, where local planners are flexible and creative enough.

3. It maintains a comprehensive and accurate library of information on all subjects of interest to older people and those who work with them. This involves:

a. Gathering of information through periodicals, newspapers and local news bulletins; through information supplied by field coordinators; through site visits to local projects; and through study of research studies and reports.

b. Dissemination of information to:

Legislators, professionals working with the aging, staff of public and private agencies, churches, trainees, nursing homes, Councils on Aging, Senior Citizen Clubs.

This is done by:

Monthly news bulletins to 600 persons in leadership roles; response to requests from agencies, clubs and individuals; frequent notices by mail regarding developments important to senior citizen leaders; legislative bulletins; displays and information desks at conferences; talks by staff of the Office of Service to Older Americans wherever requested. Staff people attend all meetings and legislative hearings that concern the elderly.

4. It provides state-wide coordination of programs affecting older citizens. This is required by the HEW Manual of Instructions to State Agencies. This is carried out by:

a. On-going liaison with public and private agencies.

b. Planning jointly with such grass-roots senior organizations as Legislative Council for Older Americans, Council of Elders, South Shore Seniors, Inc., Senior Senate, Inc., and Action for Boston Community Development.

c. Efforts to make all state governmental agencies, particularly Department of Public Welfare, Division of Employment Security, and the Public Health Department, responsive to the needs of senior citizens.

d. Working in cooperation with professional groups such as Inter-Disciplinary Group with Aging, Title III Directors, United Community Services.

5. It offers professional training opportunities to:

People who work or plan to work with the aging.
Staff of nursing homes.
Volunteers in programs for the elderly.
Staff of all projects supported by federal or state grants.
Members of local and regional Councils on Aging.
Church and civic groups.

These training plans are carried out according to a Comprehensive State-wide Training Plan developed by the Office of Services to Older Americans.

6. It conducts a program of research and planning as required by federal regulations.

This involves:

a. A study now under way of all resources in the state available to senior citizens. This material will be computerized and also made into a printed directory available to the public.

b. The Governor's Special Commission on Elderly Affairs funded by the Office of Services to Older Americans to study the problems and assess the needs of older people throughout the State. This information is being processed along with recommendations for action and a detailed report will be available. The process of this study has involved community conferences throughout the Commonwealth attended by many senior citizens.

c. Study and use of all existing reports which provide information relevant to the Aging, specifically from the Department of Mental Health, United Community Services, Office of Economic Opportunity, HEW audits of Nursing Homes, Bureau of the Census data, etc.

SUMMARY OF FACTS:

Number of new Councils organized since January 1, 1971.	18
Total number of Councils on Aging	150
Number of inactive Councils on Aging	8
Number of staff visits to Councils on Aging in 1970	400
Talks given to organization by staff in 1970	300
Hot Lunch programs now operating for the elderly	24
Self-supporting hot lunch programs	12
Total persons participating in elderly lunch programs	3,500
Requests for information: weekly average	50
Circulation of monthly news bulletins.	550

MIGRANT EDUCATION PROJECT

The Migrant Education Project, funded by the Office of Economic Opportunity has operated a broad adult education program designed to provide the Puerto Rican migrant worker in Massachusetts with skills and opportunities for self-determination. The project furnished classes in the English language, Spanish literacy, citizenship instruction and recreation.

In addition to this, the migrant worker was provided with useful information about workmen's compensation, what to do if arrested, how to use a bank, and the services of the Department of Labor of Puerto Rico. The project also offered medical instruction and nutrition instruction.

The Migrant Education Project operated two year-round centers, one in New Bedford, and the second in Lowell. The program placed great emphasis on resident participation on vocational training and counseling.

Last spring during the refunding process the Office of Economic Opportunity determined that the project was not serving as many migrants as it might if the program were moved into the western part of Massachusetts and northern Connecticut. Therefore, in April of this year, the Division of Social and Economic Opportunity through its Migrant Education Project staff assisted OEO in setting up a non-profit corporation: New England Farm Workers Council, Inc. and oversaw the establishment of a new board of directors and the opening of this agency.

The Migrant Education Project was turned over to the Council as a successor in interest on November 30, 1971.

**OFFICE OF
PROGRAM DEVELOPMENT**

**James G. Gutensohn
Coordinator**

The Office of Program Development is responsible for Department-wide research and program development activity. The Office conducts research, drafts legislation, develops applications for funding new and innovative programs, publishes monographs, establishes liaison with universities and prepares yearly reports on housing and community and environmental development which are mandated in the legislation creating the Department.

Community and Environmental Development Report

In December 1971, the Department completed the second annual Community and Environmental Development Report for submission to the Governor and General Court. As in the case of the first annual CED report, this year's study focused upon a number of issues which logically evolve from the Department's general concern with strengthening the capacity of government to pursue rational state and local policies in the area of community and environmental development. Recommendations and proposed legislation contained in this study addressed the following issues:

... The creation of popularly elected, general purpose regional governments to deal more effectively with issues and problems which are area-wide in scope.

... State policies and legislation which will allow larger municipalities to establish sub-local forms of government, i.e., neighborhood service area government, in order to carry out certain functional responsibilities in a more efficient and responsive manner.

... A state land use policy which provides direction and guidelines for the rational utilization and/or preservation of the Commonwealth's limited land resources.

In addition, the Department prepared legislation for establishing a state New Town Development Corporation for the purpose of stimulating the construction of new communities in selected metropolitan areas.

Report on Housing Policy and Programs

The Department's second annual Housing Report was completed and submitted to the Governor and General Court in December, 1971. This year's housing report directed its attention to the development of a more diversified state housing strategy which will encourage regional, local, and private housing efforts. Special emphasis was placed on the achievement of a rational allocation of publicly-assisted housing throughout the Commonwealth and on the provision of a decent residential environment through better housing management and appropriate supportive social services for all citizens.

Specific recommendations included the following:

... The establishment of regional housing targets, to be distributed by Regional Planning Agencies among their constituent municipalities.

... The conversion of the 705 family housing program into a cooperative, condominium, and single-family homeownership program.

... The transfer of the management and, where feasible, the ownership of existing Chapter 200 Veterans' units to tenants or tenant-controlled organizations.

... The provision of optional procedures by which housing and redevelopment authorities may be converted to municipal line agencies responsible to elected local chief executives.

... The enactment of legislation to help municipalities deal more effectively with the abandonment of residential buildings.

... The creation of an Institute of Housing Management to conduct research on multi-family living and to train management personnel.

... The enactment of legislation to facilitate the utilization of new technologies and market aggregation in public housing construction.

... The enactment of legislation to increase the bonding authorization for family and elderly housing.

University Liaison

As noted, research and development related to the formulation of overall Departmental policy is carried out by the Department's Office of Program Development. To assist in fulfilling this responsibility, the Office of Program Development and Administration has initiated a close working relationship with a number of graduate student groups. The Department recognizes that graduate students provide a source of knowledge, research independence, flexibility, and critical perspective which is often unavailable in state agencies. Governmental personnel, on the other hand, can provide insight into the operational context of policy formulation and program execution which is crucial for the successful implementation of new policies and programs. To date, graduate students from Harvard Law School, The Florence Heller School for Advanced Studies in Social Welfare, M.I.T. Department of Urban Studies

and Planning, and the Kennedy School of Government have conducted research in a number of policy areas, ranging from the development of guidelines for future urban growth to the drafting of legislation for the creation of inner city housing societies whose objectives are to stabilize and improve central city neighborhoods. As a result of these and future efforts, the Department hopes to strengthen its capacity for decision making in a variety of important issue areas.

The following represents a list of research papers completed under the University Liaison Program:

... Improving Commonwealth Policies to Accommodate Increased Urban Development

... Zoning Legislation in Massachusetts

... Regionalization in Massachusetts

... Considerations Relevant to the Proposed, Non-Profit Migrant Services Corporation for the Connecticut Valley.

... Massachusetts Bay Transportation Authority Bus Service in Arlington

... An Analysis of the Behavior of Local Housing Authorities in Massachusetts

... Draft Legislation Providing for the Creation of Housing Societies

... Community Control

... A Proposed Methodology for Seeking Environmental Appropriateness Required in Commonwealth Housing.

Internship in Public Policy

During calendar year 1971, the Department of Community Affairs submitted a grant application to the National Science Foundation for a proposed Internship in Public Policy. This proposal is currently under review by NSF.

The proposed Internship was developed in response to a number of Departmental concerns: the increasing complexity of community development issues and problems; limited staff within the Department; the availability of vast yet largely untapped graduate student resources; and the increasing desire of students to participate in the public policy development process.

The proposal is designed to demonstrate the efficacy of involving graduate students in a formal research relationship with a state agency. The Department of Community Affairs would place graduate students from urban affairs related disciplines in research activities related to community and regional development. Interns would be selected through a competitive process and would serve for two semesters (part-time) and a summer (full-time) under the supervision of senior staff members in various parts of the Department. Continuing academic supervision would be provided by faculty members from the student's graduate program. Completed research products would be utilized as an important basis for the formulation of state policy.

Institute of Housing Management

In Massachusetts, between 1960 and 1970, the proportion of newly-constructed units in apartment structures containing five or more units, as opposed to the more traditional one to four unit buildings, rose from sixteen to sixty-two percent. This accelerating shift to multi-family living is taking place in the context of a serious shortage in both the quantity and quality of housing management personnel. In recognition of this impending crisis in housing management, the Department and the University of Massachusetts, Boston are currently exploring the possibility of establishing an Institute of Housing Management to conduct research into multi-family living, to train management personnel at both the professional and para-professional levels, and to place graduates of the Institute in management jobs. While some emphasis would be placed on the unique problems of managing subsidized housing and dealing with low-income tenants, curriculum would be directed toward training personnel for both the private and publicly-assisted housing markets.

Regional Housing Model Proposal

Working closely with the state's Regional Planning Agencies and University of Massachusetts faculty, the Office coordinated a joint research proposal for the development of a regional housing market model. An application for funding has been submitted to the Department of Housing and Urban Development by UMass, DCA, and two Regional Planning Agencies, Central Massachusetts and Lower Pioneer Valley. The primary purpose of this project is to develop a computer simulation which will be useful to state and regional decision-makers in evaluating alternative housing actions. Secondly, the program, if funded, would assist the two test regions in gathering needs, and in determining local housing targets based on the regional targets developed by DCA. Thirdly, the project would actively seek the advice of public officials concerning the model's utility and would attempt to inform policy-makers of modeling concepts and limitations.

Other Activities

1. **State and Federally Assisted Housing for Low and Moderate Income Families in Massachusetts:** Published in February and August 1971. These reports provide a listing of the number of state and federally assisted housing units under management or in planning by type of program for each of the cities and towns of the Commonwealth.

2. **Subsidized Housing Efforts of Massachusetts Municipalities:** This publication reflected the results of a study of subsidized housing efforts of each city and town within the Commonwealth. Comparisons of local housing activities were based upon (1) the proportion of occupied, publicly assisted units to total dwelling units of each city and town; and (2) the number of existing or planned subsidized units for each 1000 of the municipality's population.

3. **Housing Societies:** This publication was the result of a seven-month intensive research effort by graduate students from Harvard Law School, Massachusetts Institute of Technology and Florence Heller School of Social Welfare at Brandeis University in cooperation with the Department of Community Affairs. Included in the publication was draft legislation which would permit the organization of neighborhood-based Housing Societies giving tenants an effective means of participating in the management of their living environment.

4. **Site Value Taxation:** The taxation of land rather than both land and the structures on it was investigated as a possible strategy for furthering the Commonwealth's development objectives. A separate review of the legal issues of site value taxation indicated that an amendment to the state's constitution would be necessary to allow municipalities to tax land at a heavier rate than structures.

5. **Alternative Management and Ownership Strategies for State-Aided Public Housing:** The problems experienced by local housing authorities in managing state-aided family housing (Chapter 200) were reviewed in a report to be published in 1972. The feasibility of a number of management and ownership arrangements - including management by non-profit or tenant organizations; non-profit, condominium, or cooperative ownership by individual tenants or tenant groups - and possible conversion mechanisms were explored. Legislation authorizing housing authorities to sell units and/or projects to non-profit or tenant organizations was submitted as a first step toward implementing these alternatives.

6. **Survey on Abandoned Dwellings:** This survey included all cities and towns in Massachusetts with populations of 25 thousand or more. Its format provided an opportunity for municipal officials to make known the needs of their communities in this specific area. As a result of the study an effective strategy for combatting the abandonment problem in our cities and towns is being developed. Initial legislation on abandonment was submitted to the General Court in December of this year.

7. **Advance Summaries of Legislative Studies:** Summaries of the basic issues and objectives of this year's Housing and Community and Environmental Development studies, filed in December, as well as a list of legislative recommendations contained therein, were widely circulated to citizens' groups and governmental organizations. This approach to citizen outreach and feedback was initiated for the first time this year and its results will be monitored for possible continuation and improvement in ensuing program years.

SPECIAL PROJECTS

**Edward T. Kelly
Coordinator**

THE CENSUS ADDRESS CODING GUIDE IMPROVEMENT PROGRAM

The Address Coding Guide Improvement Program (ACGIP) was completed in the late summer of 1971. Unique for the country, a state agency prepared the ACGIP's for all of the ten Standard Metropolitan Statistical Areas (SMSA's) of the state as well as for the Massachusetts portion of the Providence-Pawtucket, R.I., SMSA. Elsewhere, the ACGIP's were undertaken by regional planning agencies, councils of government, counties, and the like.

The Address Coding Guide Improvement Program resulted in the preparation of one type of geographic base file (GBF). A GBF is a promising technique for the organizing of local data for use in planning, implementation, management, and evaluation of public and private programs. Therefore, a GBF is potentially a very valuable tool for use in substantive problem solving at the local, regional, and state levels.

THE RELOCATION DEMONSTRATION STUDY

During 1971, the final project report of the Relocation Demonstration Study was prepared and submitted for review to the U. S. Department of Housing and Urban Development. If approved by the federal government for publication, the documents will be distributed throughout the country to concerned local taking and relocation agencies, to state and federal government officials, to research and academic institutions and libraries, and citizen groups and individuals.

The Relocation Demonstration Study points to the scope and magnitude of the relocation problem, analyzes its present causes, and proposes corresponding solutions. The report also defines the role of the state and summarizes functions it does not now encompass. Proposed solutions include legislative action, administrative change in program development and review, technical assistance and training, and special provision for the protection and involvement of citizens. These remedies require action from all levels of government as well as from private citizens.

**OFFICE OF
ADMINISTRATIVE SERVICES**

**John Viteritti
Coordinator**

In 1971, the Department experienced several major developments in the area of administration.

In August, in order to standardize all administrative procedures in accordance with Administration and Finance regulations, an administrative manual was prepared and distributed to all program managers as well as the Deputy Commissioners. The manual includes a detailed description of the administrative procedures regarding personnel, payroll, the budget process, consultant selection and procedures, purchasing, telephone, special events, travel and the administration of federal grants. A series of meetings was held between members of the administrative staff and the program managers in each division to discuss the material contained in the manual.

Concurrent with the introduction of the manual, the Office of Administrative Services also developed a system of fiscal controls in cooperation with the Deputy Commissioners as a means toward the effective monitoring of expenditures in the Department's maintenance account.

A third major development was the conversion of the Department's "-03" personnel to "-02." The Executive Office of Administration and Finance and the Bureau of Personnel and Standardization requested that the Department of Community Affairs convert all "-03" consultant positions, which had been in existence for some time and which required full-time services, to "-02" temporary positions.

This project included the writing of a new description for each position to be approved by the Bureau of Personnel and the Division of Civil Service and the submission of new Personal Service Requisitions. A total of forty-seven positions were converted to "-02" positions to be funded by Federal grants under OEO programs and HUD "701" and "Title VIII" programs effective December 26, 1971. This conversion will alleviate the problems and inconvenience inherent in the status of the "-03" employee.

HOUSING APPEALS COMMITTEE

**Maurice Corman
Hearing Officer
and
Departmental Counsel**

HOUSING APPEALS COMMITTEE

With the 1969 passage of Chapter 774 - popularly known as the "anti-snob zoning act" - the Commonwealth of Massachusetts enacted a law designed to effect a more meaningful dispersal of low and moderate income individuals and families throughout the municipalities of the Commonwealth. The step is an historic one. Massachusetts became the first state in the nation to pass such a law and now the first to take direct action under the provisions of this type of statute.

Procedural Requirements: In terms of its procedural requirements, Chapter 774 can be summarized in the following manner: If a qualified applicant (a public, private non-profit, or limited dividend developer) applies to the local zoning board of appeals for a comprehensive permit to build subsidized low or moderate income housing, and such housing does not exist in the community in the minimum quantities as established by the Act, then the local zoning board of appeals must issue the permit when and if the board has made certain findings as to need. The permit must be issued despite the existence of inconsistent local regulations. Should the local board deny the permit or approve it subject to conditions which allegedly render the proposed construction economically unfeasible, then the applicant may appeal to the Housing Appeals Committee of the Department of Community Affairs for a determination as to the appropriateness of the local zoning board of appeals' decision. After a hearing into the facts of the matter and review of the local decision, the Housing Appeals Committee will decide whether or not and on what conditions a permit should be issued.

Decisions Rendered: Two cases have gone through hearing before the Appeals Committee to decision. In Hanover, a denial by the local board was reversed and an order for a comprehensive permit to build 80 units of elderly, multi-family housing was ordered in a town zoned against multi-unit housing. In Concord the local board was reversed and a comprehensive permit ordered for 60 units of low and moderate income multi-unit family housing in a district zoned for single and two family homes.

Appeals Pending: At this date, seven cases are in varying stages in the appeals hearing process. After passage of the Act in 1969 some time elapsed before parties or appeal boards understood the process. It was slow catching on. But its use is rapidly accelerating. Five of the pending cases came before the Committee in the last two months of 1971.

Impact of Chapter 774: It is fair to say that the existence of this statute will prove a catalyst to some municipalities to begin to come to grips with the housing crisis for low and moderate income citizens. The fact that the town of Winchester has already granted a comprehensive permit for such construction, thus precluding the necessity for an appeal by the developer, stands as clear evidence of this promising trend.

Current Pending Cases:

Newton:	Non-profit developer - 361 units of family housing.
Northbridge:	Limited dividend developer - 192 units of family housing.
Dartmouth:	Limited dividend developer - 498 units of family housing.
Norwood:	Limited dividend developer - 150 units of family housing.
Winchester:	Limited dividend developer - 90 units of family housing.
Barnstable:	Limited dividend developer - 300 units of family housing.
Attleboro:	Limited dividend developer - 200 units of family housing.





